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ABSTRACT

In November-December 1995, the American Youth Policy Forum sent 18 delegates (including policy aides, researchers, and practitioners) to England to learn about policies and practices for youth services, education, and employment training. The delegation members participated in forums, briefings, informal conversations, and site visits. Among the delegation's conclusions were the following: (1) England's national policies regarding youth training/employment are implemented more systematically and on a wider scale than in the United States; (2) despite government guarantees of occupational training leading to National Vocational Qualifications for all youths who have completed compulsory education but who are not in full-time schooling or employment, youth advocates indicate a lack of high-quality training slots for all youths desiring them and insufficient safety nets for youths who drop out or fail to succeed in their training placements; and (3) unlike the U.S. approach to youth service, which focuses on reductions in pathologies or risk-taking behaviors, England's approach is based on the philosophy that effective and engaging youth work will empower youth with desired skills, attitudes, and behaviors. (Contains 21 references. Appended are the American Youth Policy Forum agenda and lists of the study mission participants and contacts in England.) (MN)

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Youth Work, Youth Development and the Transition from Schooling to Employment in England

IMPRESSIONS FROM A STUDY MISSION

by Glenda Partee

with contributions from
Jacinto Juarez
Gregg Jackson
Audrey Hutchinson
Tom Wolanin
Joan Wynn

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About the American Youth Policy Forum

The Forum is a professional development organization providing learning opportunities for policy makers working on youth issues at the local, state and national levels. The goal of this non-partisan Forum is to provide participants with information, insights and contacts that will help them in their work on education, training and transition-to-employment, national and community service and related youth policies and programs contributing to the development of healthy and successful adults.

Forum participants include Congressional aides, officials of various federal agencies, policy makers from national non-profit associations and advocacy organizations, and state and local government officials.

Since 1993, the Forum has conducted 35 to 40 events each year, including lunchtime meetings and out-of-town field trips with a thematic focus. The Forum also arranges one overseas study mission each year.

Funding from a consortium of philanthropic foundations* allows the Forum to offer a wide range of activities at no cost to federal employees and at a subsidized rate to non-federal agencies and associations. The Forum receives no funding from the federal government.

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American Youth Policy Forum
Institute for Educational Leadership

Preface

From November 25 to December 5, 1995, the American Youth Policy Forum conducted a study mission to England to learn about the country's policies and practices for youth services, education and employment training. (See Appendix A for tour itinerary.) Our goal was to use this international learning experience as a lens to contrast and compare elements of our own systems and develop new insights to help inform policy and practice in the United States.

The study mission delegation was comprised of 18 members--federal and state policy aides, researchers, program practitioners, and representatives of non-profit and youth serving national organizations--each with experience and knowledge of various aspects of youth development policy and practice in the U.S. (See Appendix B for list of study mission members.) In England, participants met their counterparts--representatives of the Department for Education and Employment, the National Youth Agency, local Training and Enterprise Councils (TECs) (roughly corresponding to our Private Industry Councils), educators, youth advocates and local youth service providers. (See Appendix C.)

Through forums, briefings, informal conversations and site visits, the participants sought to learn about:

1. Current policies and practices in England and how they affect the education, healthy development, and preparation of youth for careers and successful adult roles.

2. The Youth Service, including (a) the role of youth serving agencies and youth workers in support of national youth policy and the achievement of positive youth outcomes; (b) the preparation of youth workers; and (c) the standards for training youth workers.

3. Special concerns and strategies for at-risk youth and communities, including youth unemployment and crime, and how these concerns are addressed through policies and programs.

4. The role of business and philanthropic organizations in youth policy and programming, and the role of central and local government.

5. The sources of funding for youth programs.

6. Programs that are making a difference in the lives of young people, and what distinguishes these from ineffective programs.

Much of the itinerary focused on England's neediest communities and youth and the impact of policies and services on them. Reactors to drafts of this report have cautioned that this particular focus may have colored the observations and perceptions of youth services and employment preparation in England. Had the group visited middle class or higher income

communities, impressions of youth training and youth service would have been different.

Among the communities visited were areas of Birmingham with high percentages of recent immigrants and homeless youth; Merseyside, which encompasses the city of Liverpool and is among the lowest per capita income areas in Europe; and Newcastle, very similar to Liverpool--both having experienced major economic decline with the demise of heavy industry, coal mining and ship building. Merseyside and Newcastle receive substantial funding from the European Union to help improve the social and economic conditions in targeted neighborhoods.

In these cities, the group visited agencies, community-based organizations, employment training and career guidance centers, and colleges providing services to young people. The group observed and met many young people, and learned of their concerns, goals and aspirations as they attempt to prepare for careers, address problems and bring order to their lives. To get an objective and balanced view of prevailing policies and practices, the itinerary included visits with national and local government representatives, youth advocates and service providers.

Although impressions and experiences sometimes differed based on a particular site, program or individual visited--half of the group visited Merseyside while the other half went to Newcastle--there was unanimity and general amazement among the group about the extensive net of services available to individuals and families. The breadth and depth of this service net is at the center of the current policy debate in Britain as is a focus on accountability. Some recent policies have resulted in a reduction of services--services that many feel are disproportionately and negatively affecting youth. Although there were clear concerns voiced and obvious attempts to address issues of youth homelessness, failure and despair among policy makers and practitioners visited, there was never clear evidence of abject poverty, even in areas of public housing.

As detailed, in the following pages, England is struggling with some of the same issues of education, employment preparation and social services reform currently being debated in the United States. Many of their at-risk young people are very much like our own--disaffected and immobile within the small confines of their immediate communities. According to a director of a community-based organization providing training and service opportunities in a high-poverty, high unemployment neighborhood, "The youth won't leave their immediate neighborhoods for fear of gang fighting and threats." Services, though already proximate, must be brought even closer to them.

Through our observations and impressions, we have tried to capture the response of the British to these issues, their philosophy and policy toward youth and youth services, and the structure and capacity of the youth serving community. These observations are offered as a source of guidance and a reality check for our own youth programming efforts in the United States.

The report is organized as follows. The Executive Summary lists a number of salient

observations gained during the study mission. Chapter I details current policies and practices affecting education and describes the "social contract" between the public and voluntary sectors which provides an infrastructure of services for youth. It discusses the national curriculum for all children ages 5 through 16; changes in further and higher education; policies and practices governing work experience for young people; and new standards and qualifications for academic and skills training. Chapter II discusses strategies to transform employment preparation for young people, including youth training entitlements, the role of Training and Enterprise Councils, and the provision of career guidance. Chapter III describes the policies, practices and structures supporting youth services nationwide and the profession of youth work. Chapter IV summarizes participants' impressions of visits in Newcastle and Birmingham with a focus on strategies for at-risk youth and communities. Chapter V offers concluding observations. Interwoven throughout the text are the particular impressions and conclusions of several study mission participants.

-- Glenda Partee

Acknowledgments

We are greatly indebted to our study mission guide and organizer **Michael Butterfield**, whose career has spanned a number of professional and voluntary positions in the youth work sector of the U.K. and who possesses a wealth of knowledge of youth work. William Treanor, executive director of the American Youth Work Center, has long urged Americans to see what might be learned from British experience in youth work, and to him we are indebted for putting us in touch with Michael. Michael is currently the U.K. Representative of the American Youth Work Center. We extend special thanks to him for developing a very rich, informative and active itinerary for our group and for graciously presenting and translating his country's experience to us. Special thanks are also due to the many individuals who took time from their busy schedules to meet and share their work, experiences and insights with us.

We also thank those participants in the study mission who took time to record their particular insights and thoughts, particularly Jacinto Juarez, Audrey Hutchinson, Tom Wolanin, Joan Wynn, and Gregg Jackson, for his extended input on work experience for in-school youth. For their valuable suggestions and editorial comments about the report, we are always indebted to our colleagues at the American Youth Policy Forum, Jennifer Cusack, Lucille Easson and especially Vincent Spera, for his careful reading and oversight of the final document.

We are greatly appreciative to our consortium of funders that made possible the 1995 learning experiences of the American Youth Policy Forum and those that have helped continue our work in 1996. They include: DeWitt Wallace-Reader's Digest Fund, Pew Charitable Trusts, Charles S. Mott Foundation, Lilly Endowment, Commonwealth Fund, John D. and Catherine T. MacArthur Foundation, W.K. Kellogg Foundation, Ford Foundation and Ciba Education Foundation.

--Glenda Partee and Samuel Halperin
Co-Directors

Executive Summary

Among the salient observations of the American Youth Policy Forum study mission to England:

- ✔ The relatively compact size of the country and a tradition of central government allow for the implementation of national policies and approaches in a more systematic manner and on a wider scale than has been possible in our own country.

- ✔ A series of new education reform laws seeks to standardize curriculum and raise standards and attainment levels in education and training for all students; give parents a wider choice of schools; make further and higher education more accessible to larger numbers; make education more financially efficient; and improve the quality of teacher training. Changes have been made in the traditional two-track system of education (preparation for higher education and preparation for employment) by creating a broader middle path of options with characteristics and links to both tracks.

- ✔ The social contract across government, voluntary agencies and citizens remains strong though there is discussion and controversy over the breadth and depth of the social services net.

- ✔ Many services are universal, such as free education through the undergraduate and post-graduate years to those who qualify. However, the opening up of further and higher education to a larger pool of youth has created strains on existing institutions and resources for education. Although there are increasing numbers of 16- to 18-year-olds in full-time education, these levels of participation greatly lag behind those of other developed countries.

- ✔ A national curriculum is in place for all children ages 5 through 16, each student is guaranteed a two-week work experience before the completion of compulsory education, and new standards and qualifications for academic and skills training have been introduced.

- ✔ After compulsory education, occupational training leading to National Vocational Qualifications (NVQs) in specific job areas and practical work experience is provided--even guaranteed--to every youth, not in full-time schooling or employed, through a network of training providers supported with government funds. Training providers include businesses and community-based organizations. In addition, a network of Careers Centers help young people establish career goals while still in compulsory education and access employment and training opportunities once they complete school. Vocational training in England is not school-based as is the rule in the U.S., but is very much tied to on-the-job experiences. The business sector is a major provider of

occupational preparation and employment opportunities for England's youth.

- ✔ Although the government guarantees and provides a Youth Credit for vocational training for all youth who do not continue in full-time education, youth advocates indicate there are not enough high quality training slots for all youth who desire them and not enough safety nets for youth who drop out or do not succeed in their training placements.

- ✔ A national system of performance-based skills standards, or NVQs, indicate the skills and level of skills necessary for specific jobs. The NVQs represent the content of employment training, credentials signifying mastery of the skills required of specific jobs, and indicators of the quality and success of provider training. They also allow youth who have not been successful in traditional school-based, abstract learning to demonstrate and document their knowledge and skills. NVQs, as presently constructed, have not yet proven user friendly for employers or captured the complexity of multi-skilled work.

- ✔ Youth Service has a long and valued history in England. It has evolved as a collaborative endeavor of several levels of government and the voluntary sector designed to engage youth in positive development through informal and elective activities.

- ✔ Effective and engaging youth work results in meaningful youth participation; provides activities rooted in a local need; empowers youth with skills; and provides outcomes, such as skills, attitudes and behaviors. This differs from the approach to youth service in the U.S. that focuses on reductions in pathologies or risk-taking behaviors, such as alcohol and drug abuse, early sexual activity and parenting, etc.

- ✔ There is a statutory basis for youth programming nationwide. All local authorities are required to provide some level of services for young people. These services should be grounded in local youth need and interest. Funds for youth service continue to be maintained by local authorities even in tight budgetary times because the public values and has come to expect services for youth. However, there is a growing focus on accountability, value for the money spent on youth work, and the process of upgrading and changing the field. Standards exist for the training and credentialing of youth work professionals.

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Chapter I: Current policies and practices affecting education and preparation for successful adult roles.

Like the United States, England is facing major changes in the structure of its workforce. The demise of old industries such as coal mining and the downsizing of defense-related businesses indicate the need for massive retraining in many parts of the country. High regional unemployment, exacerbated by a lack of mobility among the population, has led to the creation of a number of enterprise zones, efforts to lure foreign businesses, and demands for new management-union agreements.

The traditional welfare and national health care systems are also being forced to change. Rising costs have increased strain on the public health system and there has been growth in the private health sector.

Housing and family income supplements continue to be universally available (i.e., mortgage payment support to the unemployed for up to 12 months), but many benefits are becoming more constricted. Changes have also occurred in the social benefit entitlements for young people and in the structure of the school-to-work system. In 1988, universal welfare benefits for 16- to 17-year-olds were abolished. Teenagers now must choose among staying in school, joining a training program or doing neither with the consequence of getting no financial support.

Nevertheless, "the social contract" remains ingrained and is evident in public policy and in a large voluntary sector which, in partnership with statutory agencies of government, provides an infrastructure of support for young people. A large part of the work of the voluntary sector is supported through the National Lottery, which provides £1.5 billion ($2.3 billion) a year in public funds for charitable causes.

Britain[1] is also undergoing great changes in the size and structure of its education system. Recently, the Department for Employment was merged with the Department for Education into the Department for Education and Employment. A series of new education reform laws (see box) seeks to standardize curriculum and raise standards and attainment levels in education and training for all students; give parents a wider choice of schools; make further and higher education more economically accessible to larger numbers; make education more financially efficient; and improve the quality of teacher training. In addition, a system of government-guaranteed education and training has been put in place that is linked to the needs of young people as well as the level and occupational needs of specific areas of the country. Youth training schemes have been designed to provide a vocational qualification at the end of a suitable

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[1] For the purposes of this publication, Britain comprises England, Wales and Scotland. Many of the statistics cited refer to Britain. Where possible, we have tried to use figures pertaining to England where our study mission took place.

training plan built on a series of modules and assessments related to that qualification.

Although many of these reforms parallel our own efforts, they are set within a context quite different from ours. These differences will be examined as the following sections outline the current youth policy reforms in Britain.

The Education Reform Act of 1988 provided for the establishment of a national curriculum for pupils ages 5 to 16 in all English and Welsh state schools and for regular assessment of performance. The "open enrollment" provisions provided for greater parental choice among primary and secondary schools. All schools have responsibility for managing the major part of their budgets through "local management" and may opt out or apply to withdraw from local authority (district/county) and become "grant-maintained schools." The Act also provided for the development of a network of technology colleges focusing on business, science and technology.

The **Further and Higher Education Act of 1992** provided for creation of General National Vocational Qualifications (GNVQs) for young people in full-time education who want to keep open a range of career options or the possibility of higher education. It also created the Youth Credit which provides funding for every 16- and 17-year-old leaving full-time education to purchase vocational education or training.

The Education Act of 1993 established a framework for the organization and funding of schools in response to the increasing numbers of self-governing (grant-maintained) schools and the changing role of education authorities. It provided for the Funding Agency for Schools (FAS), which is responsible for calculating and paying grants to self-governing schools. It requires Local Education Authority-maintained schools to produce action plans for improving schools found unable to provide acceptable education for students.

The Education Act of 1994 established a new framework for the funding and quality control of teacher training and reformed student unions in further and higher education.

* * * * * * * * * * *

Social welfare provisions in Western democracies, though not the focus of our study mission, provided a backdrop for much of what we saw and learned. We left the United States at the height of the Congressional deliberations about reshaping public programs. In England, we heard about the effects of diminished government supports during the long tenure of Tory leadership and movement toward continued privatization and expectations of greater accountability for the results of government spending.

Nevertheless, England appears to be significantly more generous than the United States in the benefits it still provides, e.g., public support for youth at age 16 who are not in school or working. As is happening in the U.S., there are now provisions that require youth to participate

in vocational training programs as a condition of receiving benefits. In France, during the period of our England visit, transit, postal, and other public employees were striking against proposed major reductions in pensions and other public benefits, resulting in the most widespread and disruptive labor unrest since 1968. In each case, the countries seem engaged in debate about the benefits of citizenship, for whom, and with what expectations in exchange.

Joan Wynn
Research Fellow
The Chapin Hall Center for Children
The University of Chicago

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Two of the realities of the governmental system in England came home to me quite vividly during our study mission. The unity of the executive and legislative powers in a parliamentary system or, put another way, the absence of a separation of powers and checks and balances between the legislative and executive branches struck me quite personally upon realizing that my current job of persuading the Congress to adopt the President's program is unnecessary and non-existent in England.

Since we happened to be in England when a new budget was presented, I was also struck by the contrast between adoption of a budget in a parliamentary system versus in a system with a separation of legislative and executive powers. In England, it can be assumed that the budget as presented will be the budget that is enacted. Obviously, the President's budget in the United States is only a proposal, usually the opening bid in a long and complex process. The final "budget" in the United States will be the net result of 13 separate appropriations bills, tax legislation and related enactments that become law over the course of a year. This "budget" may bear little resemblance to the President's budget as proposed.

I was also struck by the degree of centralization of governmental power in England in contrast to the decentralized American system of states and localities with substantial taxing, spending and policy making power. In England, 80 to 90 percent of the funding for local schools is derived from national taxes; there is a national curriculum for schools; there is a national system of school inspections and there are national limits on the level of taxes levied by local authorities. In the United States, local schools derive 6 to 7 percent of their funding from national taxes. Not only does the United States not have a national curriculum or a national system of assessing the performance of schools, but such activities are affirmatively prohibited by law. There are no national limits on taxing by states and localities.

Tom Wolanin
Deputy Assistant Secretary for
Legislation and Congressional Affairs
U.S. Department of Education

A. A national curriculum is in place for all children ages 5 to 16.

The British national curriculum is set by the Parliament. It has three "core" subjects of English, mathematics and science and seven "foundation" subjects of technology, geography, a modern foreign language, history, music, art and physical education. It provides levels of expectations ("performance criteria") for what children at each age/level should know and be able to do. In addition, the Technical and Vocational Education Initiative (TVEI) is the largest curriculum development project funded and administered by central government. Its goal is to improve student skills in science, technology, and modern foreign languages and make the school curriculum more relevant to the work environment (*Education in Britain*).

The Office of Standards in Education, a freestanding body independent of the Department for Education and Employment, evaluates education, youth work and adult education. Each school in England, Wales and Scotland receives a week-long inspection every four years. Schools are assessed on a number of indicators (e.g., attendance rates, General Certificates of Secondary Education rates, etc.). The report of findings is published and made available to the public and is used to help evaluate and refine the national curriculum.

If a school is found to be unable to give students a satisfactory education, it must develop an action plan for reaching national standards. These plans are scrutinized and may be revised based on the review of the Office of Standards. If a school is found unsatisfactory, the local authority can take over the school and withdraw its site-based authority, the central government can take it over, or the school can be closed.

Finally, although there is a national curriculum which all schools must follow, there is no common funding across all schools. Central government funds represent 80 to 90 percent of school funds (excluding higher education), adjusted for poverty, ethnicity and race. However, the funds come as a block grant to a local authority but are not earmarked exclusively for education. For example, funds may be diverted to other priorities, such as housing.

B. Compulsory education extends to age 16. Higher education has been expanded substantially in the past decade and is universally free.

In Britain today, 73 percent of 16-year-olds and 57 percent of 17-year-olds are still in some form of schooling, contrasted with only 42 percent and about 29 percent, respectively, in 1979 (*Washington Post*, May 15, 1994). In 1992-93, there were 1.4 million students in higher education--66 percent more than in 1982-83. (*Education in Britain*)

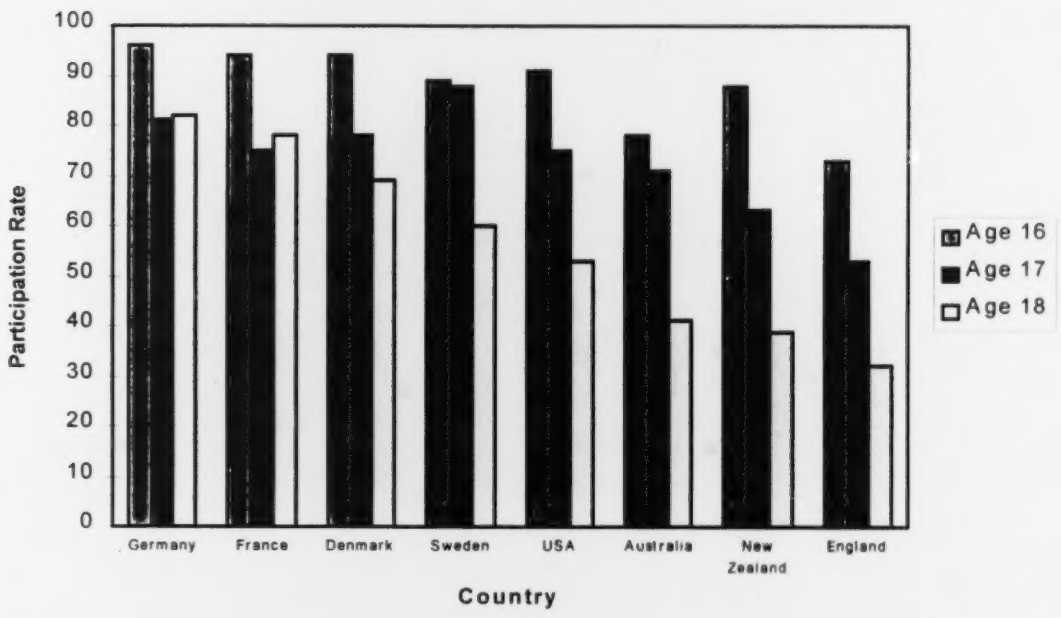
Higher education, once the domain of the privileged few, is expanding rapidly and longstanding practices that led to underachievement, poorly skilled workers, and a socially stratified society are being abandoned. Long established practices of high-stakes examinations have been replaced with continual assessments. New school-leaving standards, General Certificates of Secondary Education (GCSE), have been put into place.

Changes in the youth labor market decreasing the number of jobs suitable for 16-year-olds have also contributed to this changing pattern. The rapid increase of young people seeking admission to postsecondary education has forced the upgrading of England's system of poly-technical institutions to university status and has called into question the continuation of tuition-free education offered under the welfare state.

Although needs-based grants (for living expenses) have existed for several decades, the amount of the grant, in real dollars, has declined over the past decade. Higher education opportunities have been drastically expanded, but the level of grants makes it difficult for low-income youth to complete lengthy higher education programs.

Despite these remarkable changes in access to higher education, England still lags behind many developed nations in the percent of young people ages 16 to 18 in full-time education, further education or training. (See Figure 1, "International comparison of full-time participation in eight countries at ages 16, 17 and 18, 1992-93.")

Figure 1: International comparison of full-time participation in eight countries at ages 16, 17 and 18, 1992-93



* Source: **Education at a Glance 1995**, OECD; **Statistical Bulletin 10/94** for the English figure

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One of former Prime Minister Margaret Thatcher's early initiatives was to expand higher education (as distinct from further education, which mostly serves 16 to 18-year-old "early school leavers" and adults pursuing vocational preparation). Her reasons were partly the wish to expand opportunities for the middle and lower classes (she was a grocer's daughter who rose to power partly as a result of a state-paid education at Cambridge) and partly her belief that Britain's poor showing in the global marketplace was a result of the country's very limited higher education (Jackson, 1995a).

Between 1979 and 1993 the portion of young people entering higher education skyrocketed from one in eight to almost one in three (Education in Britain, n.d.). Few new institutions of higher education were prepared to handle the enrollment boom. Instead, existing institutions expanded their facilities or increased class sizes (Education After 16, 1995). In 1991, the government switched from lump-sum grants for each institution to funding that is based substantially on the number of students served, with varying levels of reimbursement for different types of instruction--such as classroom, laboratory, and clinical.

All higher education is publicly funded. Tuition has traditionally been free, and until recently, almost full living allowances were provided to all students of limited means. During an almost three-fold expansion in higher education enrollment, central government funding has increased only by about 80 percent. The difference has been partly borne by students and families who are being required to cover more of the living costs and partly by increased student/faculty ratios. An American who went to the University of Edinburgh about six years ago and still lives in Edinburgh told me that most of her instruction was in small classes and by tutorials, but that now students sometimes have classes of 25 with no instructor and are expected to discuss the course material on their own (Jackson, 1995a). Several sources suggest that these changes, while greatly expanding opportunities, have also introduced new barriers to some students--such as those with middle-class parents who choose not to assist their children through higher education or those from low-income families who cannot afford to do so.

Gregg Jackson
Education and Research Consultant
(currently Associate Professor, Education Policy,
The George Washington University)

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C. "Work experience" for nearly all young people.

Legislative authority for student work experience is provided in the Education Act of 1973. One of the first responses to Prime Minister Callaghan's 1976 call for better alignment between education and national economic goals was the expansion of work experiences (*Making Education Our Business*, 1995). During the mid-1970s, only about 15 percent of high school

students took part in work experience, but by 1991 a reported 91 percent of students engaged in a full-time, unpaid, work experience--usually for two weeks during the summer preceding the students' last year of compulsory schooling (*Work Experience: A Guide to Schools*, 1995; *Building Effective School-Business Links*, 1993).[2] Objectives of work experience are to enhance students' knowledge and skills in academic and vocational subjects; contribute to an understanding of career options, economic and industrial issues, and workplace expectations; and develop students' self-reliance and ability to work with others. The placements are not intended to provide preparation for a specific occupation or job (*Work Experience: A Guide to Schools*, 1995).

In the second-to-last year of compulsory education, students usually undertake about ten 50-minute sessions in their "personal and social education" classes aimed at preparing them for the work experience. The sessions often include career exploration, orientation to workplace expectations and appropriate conduct, review of descriptions of the various work experience opportunities that have been arranged, selection of a preferred work experience slot, preparation of a letter of application to an employer requesting a given slot, and mock interviews in preparation for the work site (Jackson, 1995a; *Building Effective School-Business Links*, 1993).

Sometimes visits to the workplace precede the work experience. Students may be asked to keep a diary of their work experiences. Teachers visit students in their placements at least once and employers complete an assessment of the student's performance and return it to the school. There are debriefing discussions in the Personal and Social Education classes to help students reflect on what they have learned and how it applies to their curriculum.

Employers are recruited, oriented and supported by Local Education Authorities, school staff, employer organizations and voluntary organizations. Although consideration has been given to making work experience benefit the participating businesses, a survey of 50 businesses involved in various forms of linkages with schools found raising educational standards and enhancing the reputation of the firm to be the primary impetus for employer participation (*Making Education Our Business*, 1995). Another survey indicated that the main barriers to business participation were the "lack of time" and the "lack of personnel to undertake the activity" (*Making Education Our Business*, 1995).

Employers receive no reimbursements or tax benefits for providing work experience. The central government, however, has negotiated agreements with the Association of British Insurers, the British Insurance and Investment Brokers Association, and Lloyd's of London so that carriers can extend the same liability and material damage coverage to work experience students as provided regular employees at the work place. Because those agreements are based on the assumption that the work experience placements will be about two weeks in length, the central

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[2] A small percentage of students do not participate because of difficulties in arranging work experience in economically depressed areas, parental objections, etc. (Jackson, 1995a).

government discourages placements of longer duration and warns that the employer's insurance may not cover them.

According to one knowledgeable British official, the benefits of the work experience primarily involve motivation and an understanding of the world of work. Many students appear to gain an increased appreciation of the value of education in the workplace. "Disaffected students" often are observed to increase their school attendance during the planning classes that precede the work experience (though students' attendance records do not affect their placement) and to maintain higher attendance rates during their subsequent (final) year of schooling. Students also seem to gain a greater general understanding of the world of work, but many students do not pursue further training or employment in the field of their work experience.

The shortcomings of work experience appear to be: the repetitive work and limited learning opportunities associated with some placements; the short time frame allotted for work experiences generally; limited opportunities for fully debriefing students and allowance for reflection on the work experience; a limited focus on assessment of students' performance; and little effort to link work experience and credentialing of student competencies (see discussion of NVQs, Section I-D). Suggestions for improvements include scheduling the experience for one day a week throughout the school year, focusing the activities less on work and more on job shadowing, and using the experiences to convey more broad information about an industry. The rationale for shifting the experience from work assignments to job shadowing is that jobs are becoming increasingly high tech and too complicated or dangerous to teach students during a short period of time. (That view was reinforced by media revelations that a student aspiring to be a physician had been allowed to suture a wound during his work experience, an opportunity not appreciated by the patient!)

D. New standards and qualifications for academic and skills training have been introduced, offering three distinct routes or tracks in preparation for adulthood. (A map of these three routes is shown in Figure 2.)

After compulsory school-leaving age, youth can pursue education and training in preparation for:

- **General Certificates of Secondary Education (GCSE)**, knowledge-based tests leading to preparation for higher education. Learning outcomes are indicated by statements of achievement. The General Certificate of Education (GCE) "A" (advanced) level has been maintained as a more "valuable" or "well regarded" qualification in the education of 16- to 19-year olds. This certificate can be earned by studies at school or colleges (colleges in England precede higher education).

- **General National Vocational Qualifications (GNVQs)**, representing knowledge (not performance measures) of broad based occupational areas and vocational education and training (e.g., Business, Health and Social Care, Engineering, Art and Design). GNVQs

are available in foundation (no entry qualifications normally required), intermediate (broadly equivalent to 4-5 GCSEs Grades A-C) and advanced (equal to 2 A level passes) levels to reflect the range of ability of young people at age 16. GNVQs are delivered through full-time education, but learning often involves short work placements. They are based on explicit standards and are modular to allow for credit accumulation. They allow the young person to prepare for subsequent employment in a range of related occupations and facilitate access to full-time further education.

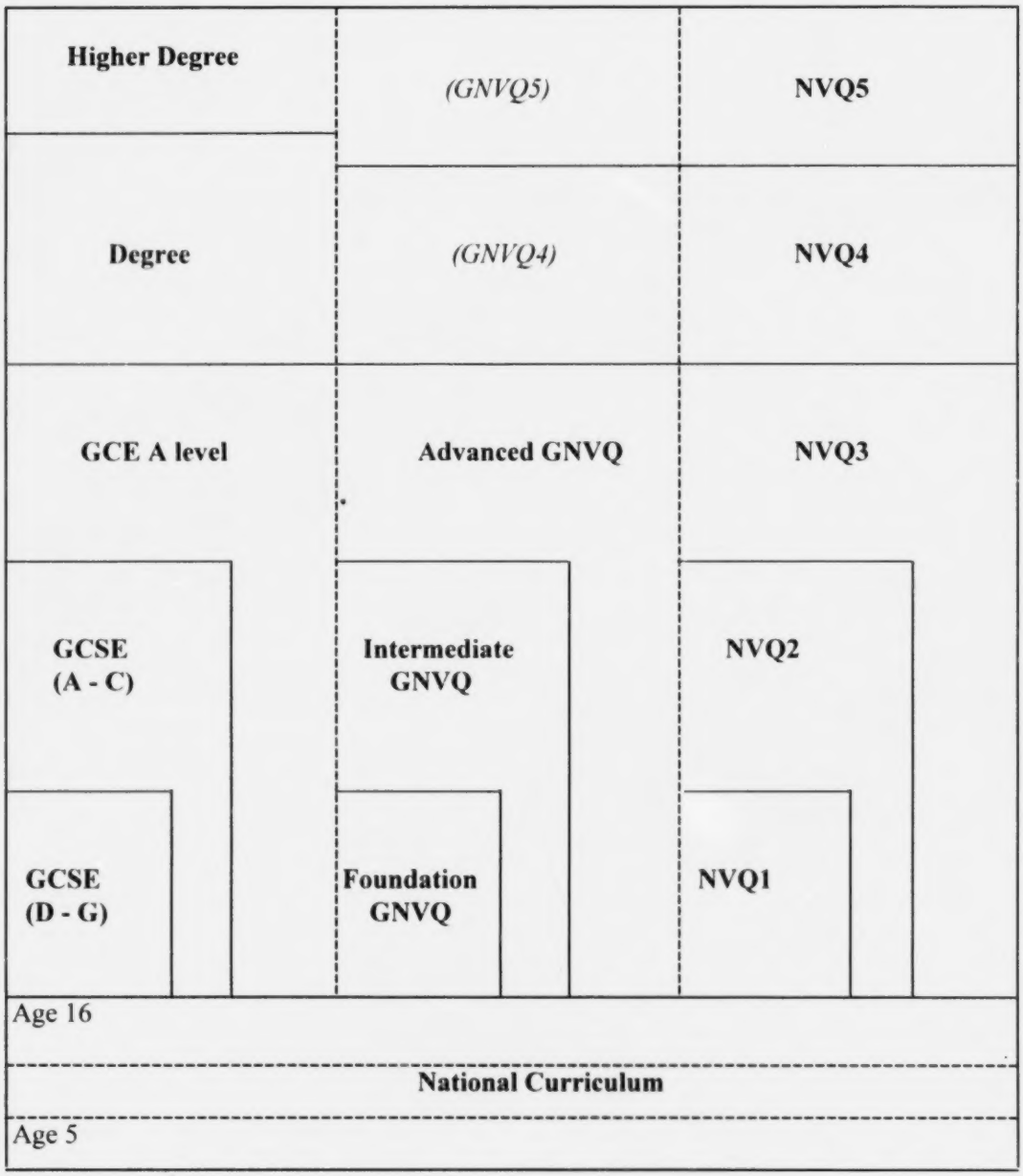
- **National Vocational Qualifications (NVQ),** performance measures based on standards of occupational competence. NVQs measure job-specific skills and define what the individual has to be able to do to perform effectively in the workplace. Each NVQ is comprised of units that set out standards to be reached for a range of tasks. Individuals can work at their own pace and get a certificate for each unit. There are five levels of NVQs. (See box for definitions of NVQ Levels.)

  The standards for each occupation are set by Lead Bodies made up of representatives of employers, trade unions and professional groups. The Lead Bodies work with nationally recognized Awarding Bodies to design NVQs. The Awarding Bodies examine and validate vocational education and training in keeping with NVQ criteria.

National Vocational Qualification Levels

Level 1:	Competence in the performance of a range of varied work activities, most of which may be routine and predictable.
Level 2:	Competence in a significant range of varied work activities, performed in a variety of contexts. Some of the activities are complex or non-routine, and there is some individual responsibility or autonomy. Collaboration with others, perhaps through membership in a work group or team, may be required.
Level 3:	Competence in a broad range of varied work activities performed in a wide variety of contexts, most of which are complex and non-routine. There is considerable responsibility and autonomy. Control or guidance of others is often required.
Level 4:	Competence in a broad range of complex technical or professional work activities performed in a wide variety of contexts and with a substantial degree of personal responsibility and autonomy. Responsibility for the work of others and the allocation of resources is often required.
Level 5:	Competence which involves the application of a significant range of fundamental principles and complex techniques across a wide and often unpredictable variety of contexts. Very substantial personal autonomy and often significant responsibility for the work of others and for the allocation of substantial resources feature strongly, as do personal account abilities for analysis and diagnosis, design, planning, execution and evaluation.

Figure 2: Routes to Education and Training



GCSE: General Certificates of Secondary Education (Levels A-G linked to the number of subjects in the examination)
GNVQ: General National Vocational Qualifications
NVQ: National Vocational Qualifications

This system of standards-based training and qualifications has been in existence for only a few years and has yet to reach full acceptance by the public and the employer community. Although employers request specific NVQs in their job advertisements, many businesses do not feel NVQs are user friendly. They are costly to assess (individual companies shoulder the costs associated with assessors and Awarding Bodies) and few companies use them as a basis for their internal training.

A further criticism of NVQs is that they are based on a functional job analysis of a business sector that documents fragmented parts of the work at a time when many employers are moving toward multi-skilled work. An example cited is the field of engineering, where NVQs are often too inflexible for the work at hand.

> *They [NVQs] describe what is, not what could be. If the existing job is done in a Tayloristic fashion, the job analysis will describe the NVQ that way. In reality, tasks must be demonstrated in a range of circumstances--on your own, with a team, under optimum and less than optimum conditions. It is difficult to get at the underpinning knowledge of a skill area and to require explicit demonstration of that underpinning knowledge, especially when the knowledge is often implicit to the task. The Europeans test for this knowledge. In this manner, the individual can demonstrate knowledge that can provide a pathway back to the academic system, if one so chooses.* -- A Training and Enterprise Council staff member.

Concerns were also voiced about the lack of articulation and commonalities across the various qualifications schemes. According to Training and Enterprise Council (TEC) representatives, there are few ways to traverse routes and little articulation between routes. As a result, there is little or no information on, comparisons of, or consistency in areas of assessment methodologies; conventions of titling qualifications; the nature and range of content; required knowledge, skills, and competence; or common learning outcomes for the various types and levels of achievement.

Despite these criticisms, several individuals underscored the importance of NVQs in providing an alternative way for young people to demonstrate their knowledge. "The current pedagogy in schools turns off many youth to learning, whereas NVQs empower young people who can demonstrate knowledge and skills without having to write, compute or use conventional school-based methods."

E. National targets for education and training (comparable to our National Education Goals and "skills standards-setting projects"), proposed by the Confederation of British Industry, have been endorsed by the Government.

National targets or goals to improve the UK's international competitiveness have been set for education and training. They (1) address the levels of foundation learning for youth and for lifetime learning, (2) assume access to education and training opportunities so individuals can

meet qualifications and build competencies in core skills and (3) assume investment of all employers in employee development to achieve business success.

The targets for foundation learning seek to ensure:

- By age 19, 85 percent of young people are to achieve

  (a) five General Certificates of Secondary Education (GCSEs) at grade C or above,

  (b) an Intermediate General National Vocational Qualification (GNVQ), or

  (c) a National Vocational Qualification (NVQ), now being replaced by GNVQ, level 2.[3]

- Seventy-five percent of youth are to achieve level 2 in communication, numeracy and IT (information technology) by age 19; and 35 percent are to achieve level 3 in the core skills by age 21.

- By age 21, 60 percent of young people are to achieve 2 GCE A levels, an Advanced GNQV or an NVQ level 3 ("National Targets for Education and Training," 1995).

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The implementation of the relatively new system of National Vocational Qualifications (NVQs) is certainly a cautionary tale with respect to the prospects of Skills Standards in the United States becoming a generally accepted job credential. The use of the NVQs in England occurs in the context of a widespread acceptance of various "qualifications" for employment on which the NVQs build. These qualifications reflect completion of a wide variety of courses of study and demonstrations of competence and skill that is much broader than the universe of degrees that are the primary job qualification in the United States. The absence of a tradition of job "qualifications" in the United States calls into question the likelihood that Skills Standards will be used to place job seekers in the United States. Even with the tradition of qualifications in England, the acceptance of the NVQs has been slow.

In practice, the NVQs also appear to be rigid and unrealistic. The increase in multi-task jobs and the use of production teams including a wide range of skills do not fit well with jobs that are more narrowly defined by NVQs. The variety of jobs in a modern advanced economy

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[3] According to the Department for Education Statistical Bulletin (August 1993), in the UK, fewer than 40 percent of young people achieve NVQ Level 2 or its equivalent, compared with greater than 80 percent in Japan and 60 percent in Germany.

and the rapid pace of change in job requirements far exceed the range of NVQs or the speed with which they can be kept updated. It is hard to see how Skills Standards in the United States will overcome these limitations of the NVQ in an even larger and more complex economy.

Tom Wolanin
Deputy Assistant Secretary for
Legislation and Congressional Affairs
U.S. Department of Education

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My impression from reading about NVQs and examining parts of three specific NVQs is that NVQs could provide useful guidelines for task skills that students (and incumbent workers) should learn. But their usefulness in developing problem solving skills, creativity, self-reliance and ability to work with others, or an understanding of economic and industrial issues is questionable because the competencies to be mastered often do not require those abilities and knowledge.

There also appears to be considerable potential for "grade inflation" and even fraud in the certification of NVQs. Different assessors could easily disagree when judging whether "a courteous manner is adopted at all times" and whether "the movement of cash and cash equivalents is conducted in a manner that ensures security and safety" (Retailing Level 2, 1993, p.7; Catering and Hospitality at Level 3, 1992, p. 38). In addition, the TECs, and presumably the trainers with whom they contract, will lose 25 percent of their potential reimbursement if a student fails to earn an NVQ in the allotted time. Most of the assessment is to be done by personnel in the trainer's employ (NVQs and Their Implications for the Youth Service, 1993). Though there are to be "moderators" or "verifiers" to check the standards employed by the individual assessors, the TECs may pressure the verifiers to "go easy."

Gregg Jackson
Education and Research Consultant
(currently Associate Professor, Education Policy,
The George Washington University)

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Chapter II: Efforts to transform employment preparation for youth and limit youth unemployment.

After compulsory education, occupational training leading to NVQs in specific job areas and practical work experience is available--even guaranteed--to every youth through a network of training providers, including businesses and community-based organizations. In addition, a network of Careers Centers helps young people establish career goals while still in compulsory education and access employment and training opportunities once they complete school. Vocational training in England is not school-based, as is the rule in the U.S., but is very much tied to on-the-job experiences. The business sector plays a major role in occupational preparation and employment of England's youth.

Since youth under age 16 are supposed to be either in full-time schooling or in a training position, theoretically there should be no youth unemployment, with the exception of a small cadre of youth with severe hardships or incapacities. The incentive system is designed to encourage 16- and 17-year-olds to stay home and participate in schooling or training. Still, a Labor Force Survey in Summer 1994 estimated that 159,600 young people had no income at all.

A. The Youth Training (YT) Guarantee entitles any 16- or 17-year-old who does not continue in education or is not employed to get training.

Youth access YT through Youth Credits (YC)--vouchers with a monetary value indicating the minimum redeemable worth to employers or training providers (including technical colleges) nationwide. The value can vary by location, occupational skill area, NVQ level required and other special training needs of the occupation. Credits are not always transferable from region to region.

Periodically, each youth must authorize a transfer of funds from the youth's credit to the training provider for training received. The YC can also be used for students in full-time education to gain valuable practical experience shadowing executives or even in work experience in another European Union state. Even if youth enter employment directly, they are encouraged to use their YC for training approved by the local TEC.

Credits are financed primarily by the government and administered through the Department for Education and Employment's Training, Enterprise and Education Directorate (TEED). In cases where the value of the credit does not cover the training costs, the TEC or the employer is expected to pay the difference. While in training, each youth receives a weekly training allowance (a minimum of £29.50 [$47] for 16-year-olds; and £35 [$55] for 17-year-olds and above) or if employed, a wage. (There may be higher minimums for some parts of the country.) Training is paid through the YC with funds provided by the local TEC.

> *The quality of training is patchy, with some good schemes leading to qualifications and jobs, and some much less good. Disadvantaged young people are often disadvantaged within training as well, finding themselves on the schemes which offer least. Fears have been expressed that the new Modern Apprenticeships will exacerbate this problem, creaming off trainees and directing resources to a chosen few.* (Youthaid paper, n.d., p.2)

Advocates such as Youthaid are highly critical of the government's effort to link income support for 16- and 17-year-olds with training provisions. According to Youthaid, a suitable number of quality training slots do not exist and current policy directly contributes to youth poverty. Moreover, 25 percent of YT completers are unemployed; 50 percent of youth involved in YT leave training early; and of early leavers, 64 percent are minority youth.

Increasing requests for Income Support under hardship conditions (such as homelessness) challenge the policy assumption behind the training-income strategy--that young people are safely supported within their families and that training is the only pressing problem in their lives. Youthaid would like to have (1) a benefit safety net restored for 16- and 17-year-olds regardless of whether they are seeking training and employment, and (2) improvements in the quality and monitoring of training.

Modern Apprenticeships, representing a new form of YT aimed at higher level qualifications (NVQ level 3 or above) are being developed by employer-led partnerships--Industry Training Organizations and TECs. The average apprenticeship time is three years. A limited number of pilots were launched in fall 1994 with more becoming available in fall 1995. Accelerated Modern Apprenticeships, developed for 18- and 19-year-olds leaving school or college, offer the same opportunities as Modern Apprenticeships but require less time to complete. Coupled with the concerns surrounding YT, there is fear in some quarters that the highly selective nature of Modern Apprenticeships will result in a three-track society with YT at the bottom, Modern Apprenticeships in the middle, and college students at the top (U.S. Office of Technology Assessment, 1995).

> *Modern Apprenticeships are designed to meet the country's skills needs at the supervisory, technician, and junior management levels, and will target more academically able, better qualified students . . . . Training must also provide for breadth and flexibility according to sector and employer needs, and is to include both core skills (e.g., communication, numeracy, problem solving, team work), and supervisory or entrepreneurial skills.* (U.S. Office of Technology Assessment, 1995, p. 27)

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The willingness of youth to take advantage of the guarantee of training slots for all school leavers who desire them is compromised by the lack of a complementary jobs policy. In theory, the TECs only contract for training for jobs for which there is a demand in the local

economy. However, there is no guarantee that there will be a job available to each trained youth in the field in which they received their training. A frequent complaint was that the result of participating in training was only to produce a better trained unemployed person. Thus, other than qualifying a 16-to 18-year-old for a modest subsistence allowance, taking a training slot is unattractive in areas of high unemployment. The same criticism would apply to job training programs in the United States.

Tom Wolanin
Deputy Assistant Secretary for
Legislation and Congressional Affairs
U.S. Department of Education

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B. A network of 81 Training and Enterprise Councils (TECs) are responsible for the day-to-day administration of Youth Training, Youth Credits and Modern Apprenticeships.

TECs are independent profit-making companies contracted by the government to administer local training for youth and adults to meet local employment needs. The chair and at least two-thirds of the directors of the TEC are senior local business leaders; the remainder are representatives of education, trade unions, voluntary organizations, the public sector or economic development agencies. TECs provide services directly or subcontract services to other providers, oversee efforts to ensure the quality of training and are responsible for meeting the terms and conditions of their contracts with the government. They are paid by the Department for Education and Employment on the basis of the number of weeks young people spend in training, as well as specific outcomes, mainly the achievement of the NVQ level 2 (or its equivalent) or above for youth. For adults, the achievement outcome is actual employment. (The reimbursement formula is roughly: 60-75 percent based on time spent in training and 25-40 percent for achievement results.)

This is in stark contrast to the measures for assessing the value of training or determining the ability of the individual to perform in certain job areas used by PICs in the U.S. Since the U.S. does not have standards of vocational qualifications in place, PICs rely on federally-mandated criteria, such as job placement and pay rates, job tenure, and employer surveys, to determine the effectiveness of training for programs targeting at-risk youth and adult populations. There are no federal criteria for traditional vocational training programs serving the general population.

TECs usually arrange for local Careers Centers (see below) to issue youth credits on their behalf. Depending on the part of the country, credits have different names and physical forms, such as "passports," "credit cards," "smart cards," "choice cards," etc.

C. Career guidance and the Careers Service.

Prior to the Trade Union Reform and Employment Act of 1993, the Careers Service was a statutory service run by local governments and charitable organizations. The 1993 Act opened up a range of options for managing the Service, including direct TEC management and privatization. The core client group to be served by the Careers Service through local Careers Centers includes individuals in full- or part-time education (other than higher education), and individuals age 21 and under who have left education (other than higher education) or full-time training within the last two years (Chatrik, n.d.).

Typically, every school and college will have a teacher who is responsible for curriculum issues relating to career guidance. Every young person should complete a Career Action Plan (CAP) with their careers teacher or careers advisor while still in full-time education or, later, with the staff of the Careers Center. The Plan outlines the young person's career goals; documents what he or she has done to help achieve these goals; and lists the points to consider for reaching these goals (e.g., qualifications, training, education courses), next steps required of the youth, and a time frame for carrying out agreed-upon actions. (This is the beginning of a National Records of Achievement to include portfolios and other evidence of youth's experience to be shared with the Careers Service and employers.) As a result of this planning process, a young person can decide whether to enter the 12th year of school, vocational training or the workforce. Careers Center staff provide advice on training, Modern Apprenticeship and employment opportunities, and help create a personal training plan for each young person, including the qualification sought, the when and where of training and any extra supports required.

Concern over the quality and availability of career advice and guidance has been raised by the Careers Services Association and advocates such as Youthaid. As the government moves to privatize the Careers Service, fears have surfaced over the potential for conflict of interest, and compromise of the impartiality and independence of the Service. Under existing legislation, funding of services is based partly on the number of "action plans" completed by careers advisors and partly on the number of placements, raising questions about the quality and time constraints of careers advisers in providing the best services for young people.

The Careers Center in Tyneside provides vocational/careers guidance to individuals in full-and part-time education and training, and to unemployed youth and adults. The Center has close relationships with the local schools and teachers beginning in the 9th year. The Center has established links with the schools' guidance program, providing opportunities for one-on-one consultations, group guidance activities and presentations to classes. Youth in the 11th year are the primary focus of the Center's efforts. The goal is to provide each youth with one-on-one counseling, support in developing the CAP, and help in finding suitable training places. Parents are involved in the consultation interviews that result in the development of the CAP.

Once the CAP is completed, each young person is given a Tyneskill Choice Card[4] to use for training or continued education. The card is as much a marketing tool as an empowering symbol of decision-making ability to purchase and select training in preparation for employment and the next steps toward adulthood.

"Privatization" of the Careers Service has resulted in greater employer involvement on their Board, but has not changed the staff or the type of youth serviced. The contract specifies a greater focus on youth in education versus those that are unemployed and out of school--those with the greatest disadvantages.

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[4] This is not a "smart card" carrying information about the young person. Such cards are being piloted in the Liverpool area.

Chapter III: Policies and practices supporting youth development and youth work.

Services for youth (or Youth Service) are provided jointly by local governments and voluntary organizations with support from the central government. This coalition ensures that youth service is available throughout the country through youth centers providing informal and formal learning experiences, detached youth workers who engage and support youth wherever they are found, and more targeted efforts designed to address national and local priorities of concern, such as drug and AIDS/HIV education, homelessness and access to youth services.

There is also a national infrastructure (The National Youth Agency) supported by the central government to provide staff development for youth workers and accreditation of youth and community work diploma and degree programs in colleges nationwide.

A. Youth Service and the National Youth Agency.

Youth Service is part of the education system that is neither obligatory nor a core offering of schools or educational institutions. It serves as a non-school alternative to supplement and complement formal schooling. It is provided on a statutory basis to "promote the planned personal and social education of young people ages 11-25." Although there is a statutory requirement for all local authorities to provide an "adequate" youth service, there is no legal guidance on the meaning of "adequate" and authorities are free to spend as little or as much as they see fit ("What is the Youth Service?" 1992). In cases where local authorities have not provided adequate youth services, some have been taken to court by the youth workers' union. In tight budgetary times, when local authorities have had to cut back in a number of areas, funds for youth service continue to be maintained because the public values and expects services for youth.

Youth Service depends on partnerships between statutory authorities and agencies, including local authorities and voluntary organizations. Nationally, youth services are provided by about 6,000 professional youth workers, 35,000 part-time workers and over 500,000 volunteers.

Youth Service is funded by local authorities[5] and voluntary organizations with some funding from central government departments, including the Department for Education and Employment. The Department also funds Youth Work Development grant programs and has direct relationships with the National Youth Agency (NYA). Local authorities maintain youth clubs and centers and provide funds, sites and equipment to local voluntary organizations, which also cover a substantial amount of their own costs through fund-raising activities and memberships. Although the current government has encouraged greater involvement of business

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[5] There are 109 local authorities in England. They are comparable to combined city and county governments in the U.S.

in support of youth service, there has been little indication of an increase in business investment.

Youth Service has its origins in the national youth organizations of the 19th century, such as Boy Scouts, Girl Guides, and YMCAs. Youth clubs or centers provide a welcoming environment for formal and informal leisure-time activities such as games, cultural or sporting events, discussion groups, etc. Clubs can be informally run through volunteers in a variety of neighborhood sites, or more formally structured under the direction of paid staff in specially designed facilities. Youth Service is also implemented by detached youth workers with no fixed location other than the streets, pubs and sites where young people congregate. Some schools are involved in youth work through after-care programs or sites for youth clubs. These programs tend to have more of an educational focus than other community-based programs.

The basic principles of Youth Service are voluntary involvement and a curriculum that is youth driven and committed to tip the balance of power in favor of young people. According to a youth worker: "Youth work is quintessentially about getting youth involved in helping to shape things--an approach to empowering youth often at odds with the goals of mainstream institutions such as schools."[6]

> The Blaydon Youth Club in Gateshead offers a range of activities for local young people tailored to three groups: 8- to 11-year-olds; 11- to 14-year-olds; and 14 and over. Built by local businesses, it receives grant aid for maintaining the building from the local authority, which also pays the salaries of the youth workers. Projects include HIV/AIDS prevention and anti-smoking, sports and recreation, special sessions with young female parents and a street work outreach project for youth up to 25 years old.

Although the Youth Service strives to avoid the stigma of exclusively serving "the mad, the bad and the sad," recently more activities have been focused on "countering the effects of unemployment, urban deprivation and rural isolation, racial discrimination and homelessness. There is greater involvement in training schemes for employed and unemployed young people, schemes to increase the opportunities available to girls, and measures to integrate disabled young people." (*Young People in Britain*, n.d., p. 5) One practitioner described efforts in the town of Sheffield to work with Somali immigrants and discussed the challenges of developing appropriate and sensitive youth work strategies that ensure access to youth services within these communities.

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[6] In addition to the Youth Service, young people are given a voice in the public policy arena through the British Youth Council, an organization of young people who represent youth's views on education, employment and other issues.

Young people can learn many things at home, but home is not the place where they want to be doing the learning. For many, it is not school either. Of course, they both have their role, but the place where young people can most effectively develop is somewhere they can be with their peer group, where they feel that they are not there under compulsion, where they are not under parental authority and where they can develop their skills in a structured way that responds to their needs. -- Comments of Mr. Simon Hughes (Representative to the House of Commons from Southwark and Bermondsey) on the importance of having a statutory basis for Youth Service, July 12 1995.

The National Youth Agency (NYA) is funded by the central government to provide information and support to individuals involved in youth work. It operates as the face of Youth Service, providing guidance to the field on successful practices, curriculum materials for youth workers as well as a full range of information and publishing services, and endorsing and accrediting training of youth workers. Its main publication, *Young People Now*, is targeted generally to anyone involved with youth programming. The focus of *Youth Action* is to promote young people's active involvement in their communities, and it is published three times a year. *Shabaab* is a more focussed document for black (i.e., minority) youth workers--also published three times a year. NYA has a national lending library and an information desk for inquiries from youth workers. Inquiries focus on the nature of volunteer work, funding and policy regarding such issues as drug abuse and offenses.

NYA also oversees Youth Work Development Grants--competitive grants to local agencies (from the central government) based on specific government priorities. The NYA does not administer Revenue Support Grants to local authorities--this is a central government responsibility. Based on a standard spending assessment which is meant to recognize differing needs (e.g. of deprivation), the government administers grants which may be used by local authorities at their discretion. However, there is a trend in government policy toward targeting national priorities and specific outcomes, such as addressing the needs of under served populations, and making fewer open-ended grants. This combined with central government limits on raising local funds makes it more difficult to exercise local discretion.

The purpose of youth work is: to ensure equality of opportunity for young people to fulfill their potential as empowered individuals and members of groups and communities; and to help young people avoid being harmed, or harming themselves or others during the process of transition from childhood to adulthood. (Statement of Purpose, Gateshead Borough Youth Organizations Council)

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I had long considered the Youth Service a model for youth programing in the United States. This study trip offered a chance to gain a much richer understanding of the ways in which the Youth Service is a model and of the ways in which it is struggling with issues similar to those facing youth programs in this country. First, it seems useful to understand that the Youth Service refers to the programs provided for young people by their local government, through programs like Local Authority youth clubs.

There are several outstanding advantages of the British system. One is the fact that the local government provides youth programs throughout England. A second is the established curriculum and college-level training available for people interested in working in what is called youth and community work. This infrastructure of youth work training is available for those interested in work in both the public and voluntary sector and is a strong benefit of the English system needed in the U.S. where there is no national training and credentialing process. (I ordered a number of publications from the National Youth Agency about the British training process that should be wonderfully relevant to work in the U.S.)

There are also ways in which youth work programs in England are less robust than I had anticipated and seem to share a number of problems faced by similar programs in this country. Youth Service programs report that they are the first to be cut when budgets are tight. As in the U.S., in exchange for funding, youth programs are being asked to demonstrate the benefits they provide participants--their value for money. It appears that they are tempted to over promise in describing the effects of participation, e.g., decreasing crime or drug abuse. The newly appointed head of the National Youth Agency is concerned about improving practice in the Youth Service--doing more than playing pool--and demonstrating the benefits of effective programs.

An additional way in which the world of English and American youth programming seemed significantly more similar than expected is that there appears to be a divide between the government-supported programs and those provided by the voluntary sector, the Ys, the Guides, and the like. There seems to be a limited, if any, sense of a common identity that crosses the public youth service and the voluntary organizations.

It is interesting to me that there appear to be a number of similar needs in U.S. and U.K. youth programming. One is the need to build a sectoral identity, a sense of common purpose, among programs working to promote youth development across the public or non-profit sectors. A second is securing adequate funding for this sector. And a third, and related need, is identifying reasonable expectations concerning the effects of participating in these programs, and developing research that documents the benefits of program participation.

The similarities in challenges facing youth programming suggests that the work we are doing in this country is of greater potential contribution and importance than I had thought. For

example, the work we do here on the challenges of creating a sectoral identity and appropriate evaluation approaches could be of value abroad, or potentially we could work together to address these issues. It remains clear that we have much we can learn from the English world of youth work, particularly in the training infrastructure they have in place.

Joan Wynn
Research Fellow
The Chapin Hall Center for Children
The University of Chicago

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The English took pride in having a positive and affirmative youth policy that emphasizes the constructive use of leisure time and informal personal and social education and development. This positive developmental approach was contrasted with the deficit or pathology-driven approach said to characterize the U.S. in which youth are viewed as bundles of "problems." The bereavement curriculum pack developed by the National Youth Agency would be a good example of this positive English approach.

However, the reality as I experienced it in our visits and conversations seemed to belie the theory in two important respects. First, there seemed to be a great deal of emphasis on dealing with problem youth and various specific concerns: AIDS/safe sex; drug, alcohol and solvent abuse; homelessness and criminality. I did not see much of positive developmental youth activity except as a lure to attract young people so that they could then be treated for or inoculated against some set of problems. Second, there seemed to be a diminishing level of public financial support for positive youth programs to the extent that one could call into question whether this in fact remains the <u>public</u> policy of England.

Tom Wolanin
Deputy Assistant Secretary for
Legislation and Congressional Affairs
U.S. Department of Education

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I was impressed with England's approach to the delivery of youth service which includes a national policy on services to young people. The strategy is comprehensive, focusing on the whole person, and assumes the young person is healthy, rather than pathological. It embodies a set of principles which include: employment of young people and support in developing specific skills, participation of young people in decision making affecting youth programming, and the creation of confident young people.

Youth service has a statutory base and mechanisms for implementation of services. The

National Youth Service, established through law, gives local communities autonomy and flexibility in carrying out services to young people. It is based on partnerships between government and the voluntary sector. It has a strong infrastructure, for example, the establishment of youth advisors in regions around the country to address issues affecting youth, youth service curriculum, training opportunities for youth workers, and mechanisms for supporting quality and standards for youth work.

The concept of youth work as a profession was an important piece of the infrastructure that I found particularly impressive. At Westhill College we met with faculty, students and the head of the Department of Youth and Community work. Students were studying to receive a degree, diploma and/or a certificate. Components of the youth and community work curriculum are similar to a social work curriculum in the United States, yet there are distinctions in how the two fields are practiced. As a social worker by training, and as someone who worked in youth services prior to my work in education and government (at The Door, A Center for Alternatives in New York City which delivers comprehensive holistic services to young people), I was particularly interested in how social work differed from youth work.

My impression is that there is significant difference in the way the English view the social work and youth work professions. Social work focuses on the delivery of government benefits and enforcement of government rules and regulations for social services. The social worker is viewed by members of the community as a government agent who may be punitive in his/her approach to the delivery of services. The youth worker, on the other hand, is not perceived as an agent of government, but rather as a professional who is part of the young person's community and who engages young people in partnership in addressing life concerns.

In visits to youth service programs and talks with many young people in England, I sensed that young people seek the services of youth workers to address their particular problems and work through their options and solutions. I didn't get a sense that a young person "dropped in" or "dropped by" to just "hang out" at the youth centers. These young people were dealing with critical problems and found the support of the youth work staff effective in helping them cope with adolescence and in making the transition into healthy adulthood.

In spite of this progressive youth service model, England still has not resolved many of the pressing issues affecting their young people and faces some of the same critical social problems we struggle with in the United States. During our visit, we heard about the "Drop Out Society." We encountered unemployed young people; those who lacked education, training and job skills; truants; and youngsters contending with poverty and homelessness.

I believe the U.S. can learn from the English system of youth services and the philosophy of helping young people develop as whole people. The U.S. community college system would be

a natural place to begin to test and try out the youth work curriculum with an eye towards expanding it into the four-year college and university curriculum.

Audrey Hutchinson
Special Assistant to the Assistant Secretary for
Vocational and Adult Education
U.S. Department of Education

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The profession of youth work. The profession of youth work is unionized (affiliated with the teachers) with wages established through joint negotiating committees comprised of the Community and Youth Workers Union, the local authority and the voluntary sector. Typically, youth workers are accredited after formal schooling with a two-year diploma and, increasingly, a three-year degree. Prior learning and demonstrated work in the field may be counted toward the certification. Efforts are underway to develop an NVQ for volunteer youth workers.

A youth work apprenticeship has been developed. It specifically targets racial minorities, women and others under represented in the field in an effort to make youth services more inclusive of all communities--especially those where barriers of culture and language exist.

The study mission included a visit to Westhill College in Birmingham and an opportunity to learn first-hand about the credentialing of youth workers. Westhill offers in-service and full-time degree courses and certification in community and youth studies. Thirty institutions in Britain provide these types of programs. The program enrolls about 120 full-time undergraduate students and 15 graduate students and is endorsed by the NYA. Racial minorities represent about 40 percent of program enrollment.

The curriculum for community and youth studies involves 36 modules taken over a three-year period. Modules include formal and informal education; cross-cultural development; managing change; curriculum development; and specific concentrations of youth and community work, such as in religious, detached, rural, and international contexts, health, black studies, and special needs/at-risk youth. Almost half of the first year's study is in supervised field work practice. Youth and community work differs from social work in that the former is more group-oriented and falls somewhere between social work and education, whereas the latter is more individual focused and deals more with social pathologies.

Forum participants accompanied a number of the students to their work placements to observe various community and youth work sites. Birmingham, a city with a population of about one million people, has 200 youth centers--half are public and half are supported by the voluntary sector. There are about 300 full-time paid youth workers in these centers--all paid by public authorities.

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We were escorted from the Westhill College by a first-year student, who had served in the British Navy and had some fame as a local 'football' player. His game is soccer, the number one activity of all Brits. He had decided to become a certified youth worker and would be at Westhill for three years to obtain his degree. He said his experience in sports was a good connection to young people and he used it to start conversations with kids in his job as a detached worker on the streets.

He drove us to the Office of Youth Services where he was completing an internship. The Office is located in a house in Council Estates--i.e., a public housing project. The house had been scheduled for demolition but was donated to the youth program with the understanding it be used as an office only. The people the Council Estates had made it clear they did not want the kids hanging out there.

We met the staff, including the project leader who was dressed in "leathers" for motorcycle riding. He told us that many of the community youth were interested in riding or owning a motorcycle. He had become alarmed by the number of young people riding unsafe, derelict motorcycles, so he became the "bike-man" expert in order to connect with these young people. (The motorcycles had been stolen from their original owners and then abandoned over and over. The kids would pick them up and get them running but they were still in bad shape.) He was helping the neighborhood youth get the equipment repaired and teaching them safety.

Study mission participant Joan Wynn told him about a project in Chicago that had gotten bikes from the police auction and set up a shop where low-income kids could select a bike, fix and learn to maintain it. Once the young person put the bike in working order, passed safety training and a bike maintenance review, he or she could have the bike. Many of the youth got so skillful at bike repair, they were able to obtain employment with local shops. Joan offered to provide information about how this project was started.

We left the office and went to visit the "big red bus--a large double-decker tourist bus originally used by the city, but donated to the youth project once it got too expensive to maintain. A local repair shop fixed the bus for the price of parts only. Although the price of gas is very high, through donations, the youth project is able to keep it running. The staff drives the bus to the housing projects and parks it away from the houses so neighbors won't be bothered by the noise. The bus equipment includes a boom box and tea- and coffee-making facilities.

We met and spoke with young people, ages 9 to 15. I spoke with 14-year-old Alex, whom I was told is an excellent jazz pianist. His father is Greek--he has traveled extensively throughout the Greek Islands. He was curious about he U.S. and was appalled when I told him the drinking age in Utah is 21 and 19 for smoking. He told me the ages in Britain are 18 and 16 but nobody pays attention once you are over 14 and want to smoke, or over 16 and want to drink. Alex said once you are 16 you can go to the clubs where the action is; and although the cost to

get in is five quid, it's worth it. The weekly dole for 16-year-olds is 30 quid so it seemed like a very high price but Alex said he could hardly wait to be able to hear the great jazz they have at the local blues club.

I was very impressed by the dedication of the staff in this project and how they used their own special talents to engage the interest of young people. The messages they are trying to get across are: stay in school, avoid drugs, and practice safe sex. These English workers reminded me of our own youth workers who work hard because they love kids and are willing to sacrifice monetary rewards because they believe their work is our future.

Sandra Feldt
Intergovernmental personnel exchange to the
U.S. Department of Labor
from the Division of Employment and Training
in Salt Lake County, Utah

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B. Trends in the implementation of youth work.

Practitioners and policy makers stressed that successful practices are not about specific programs, but about integrative approaches designed to bring about positive outcomes for youth. Effective and engaging youth work evidences meaningful youth participation; provides activities rooted in a local need; empowers youth with skills; and provides outcomes, such as skills, attitudes and behaviors.

Study mission participants were interested in the degree to which the British have been able to develop indicators of positive progress for youth (e.g., attachments to positive adults, increased leisure-time activities) and ways of explaining the effects of youth work in more holistic ways. Youth Service practitioners and policy makers made clear that they are grappling with these issues but are addressing them in a manner different from the "Americanization of youth service"--a more outcomes-driven approach that focuses on reductions in risk-taking behaviors, such as alcohol and drug abuse, early sexual activity and parenting, etc.

In Britain, there is a growing focus on accountability, value for the money spent on youth work, and the process of upgrading and changing the field. No longer can professionals say their work is confidential. Rather, there has been a shift toward making youth work more visible at a time of (1) changing political and social trends requiring greater parental responsibility, and (2) cutbacks in funds available for youth services. According to one youth work professional, "The moral panic currently surrounding 'the family' blocks any real attention and creative approach to programming for youth. The moral panic coupled with a pathological premise about youth leads to ineffective, hard-edged policies. The focus should be on the need for positive, beneficial and holistic approaches."

Each year, the NYA must seek additional funding for specific projects designed to answer questions arising from field work and the changing needs of young people. For now, there are gaps in funding for activities dealing with HIV/AIDS prevention and youth homelessness (an area that falls between departments and for which no agency has taken responsibility). Tom Wiley, Director-Designate of the NYA, described his plans for the organization to develop (1) a greater responsiveness to the needs of youth; (2) more effectiveness and quality of youth work--"less curriculum built around activities at the pool table"; and (3) more involvement in youth affairs through efforts to influence the institutions that impact youth, such as housing, schools, and employment training.

Chapter IV: Strategies for at-risk youth and communities.

In order to inform practice in the United States, it was important to develop an understanding of and deeper context for the implementation of policies and trends discussed in the previous chapter. On-site visits to actual training centers and community-based organizations provided this added insight as well as points of comparison with our own youth services and employment and training delivery systems. Following are impressions from visits to a TEC in the Newcastle area (part of the study mission group also visited the Liverpool area) and to several community-based organizations offering a menu of youth and employment training services.

A. TEC and industry-related training opportunities in the Newcastle region.

Newcastle, in northeastern England, has witnessed the decline of heavy industry. Male unemployment ranges from 30 to 50 percent in some neighborhoods and changes in the job market have made it increasingly difficult for young men to follow in the occupational footsteps of their fathers. Because of the industrial shifts, the region receives special assistance from the European Union for economic regeneration. As many as 80,000 jobs have been generated by Pacific Rim countries and European economic development with the coming of new businesses, such as Nissan and Siemens.

New industries, such as communications and computer microchip production, have created greater opportunities for female workers, resulting in high female labor participation, especially for part-time employment. The result has been changes in the economic and social status of white males and the families they head.

Tyneside TEC. The responsibility of the Tyneside TEC is to address the specific labor and economic development needs of the Tyneside/Newcastle area including: the development of a dynamic local economy, competitive businesses, and a world class workforce. The TEC provides training opportunities; education, career advice and guidance; and a one-stop shop for businesses.

The TEC's Youth Choices Project also provides special outreach to youth ages 16 to 18 who are not currently participating in training, education or employment. These are young people who have not benefitted from the Career Action Planning process while at school; have social and/or personal needs that prevent progression within a vocational route; are at risk of dropping out of their chosen vocational route; and/or would benefit from a period of extended vocational guidance, support and assessment. Two Choices Centers have been established to offer vocational guidance and assessment with 'drop-in' facilities for social and personal support and advice. A youth worker is also available to give counseling, referrals to relevant agencies, and awareness-raising sessions on issues such as homelessness, substance abuse, and other personal issues. About 30 percent of these youth enter jobs after "Choices" training at Tyneside.

Truancy is high among school-age youth in the area. Of the cadre of local 11th-year school leavers (completing compulsory education) in 1994, 56.1 percent continued in full-time education (compared to 68 percent for the total of England and Wales), 22.2 percent went into training (compared to 12 percent in England and Wales), 4.5 percent into employment (compared to 8 percent) and 8 percent were unemployed (compared to 6 percent). An increasing proportion of 16-year-olds through the year 2001 will mean greater competition for training and job slots. "Qualifications alone will not be enough to ensure success. Those with the best SCANS (employment readiness) skills will be at advantage as well as those with the greater work experience," say Tyneside TEC staff.

> According to an education advisor at the Tyneside TEC, "The figures for those remaining in full-time education at age 16 remain static and concern for young people in danger of social exclusion through non-participation post-16 continues to increase. For TECs, the development of Modern Apprenticeship as a flexible option is assuming greater importance as recruitment targets rise and government policy seeks to re-invigorate the work-based route."

Rolls Royce Training Center. The visit to the Rolls Royce Training Center offered an opportunity to understand how a training provider functions, including factors limiting or enhancing the quality of the training experience; learn of its relationship to the TEC; and discuss the content and implementation of curricula for NVQs, including methods of assessing skills competencies.

The Rolls Royce Aerospace and Industrial Power Group operates three Youth Training Centers in the region. Rolls Royce has expanded beyond their own limited apprenticeship training to support the training needs of other companies. The company currently has 135 trainees and 9 training staff. The training conforms to international organization training standards. The company offers NVQs in 70 to 80 areas, mostly in engineering.

The company's involvement in training stems from its social commitment and the commitment of leadership (the CEO is on the TEC's board)--not from anticipated financial gain from the training enterprise. According to one Rolls Royce employee, government funding seldom covers the cost of high quality training and organizations that are dependent on funds from training tend to apply less rigorous standards, particularly since reimbursement is not adjusted for the quality of training or special needs of the trainees. In addition, TECs tend to grant contracts to the lowest bidding providers and, in a number of cases, providers have had to discontinue training services because they were not profitable. High-quality training presents a significant cost to businesses.

Assessment of skills mastered and qualifications earned are determined by the staff of the training center and external assessors from the awarding body (e.g., Engineering Training Authority). Training providers are granted a three-year license.

The typical scheme of training for the NVQ in mechanical engineering manufacturing was described as follows:

Year One: The trainee spends the first year working on the NVQ level 2. Typically, the first five weeks are spent in the engineering training center focusing on general health and safety issues; basic engineering drawing and measuring; basic engineering materials; establishing effective working relationships; basic bench fitting; basic central lathe turning; and basic milling. As each unit is completed, assessments toward the qualification are made.

The trainee is then brokered out to an engineering firm that specializes in a potential area of focus for 12 weeks. The trainee returns to the center for an additional 12-13 weeks to work on subsequent skills units, and then returns to the workplace for approximately the same number of weeks. Trainees are told to try to make themselves as indispensable as possible to the employers.

Year Two In the second year, the focus is on gaining qualifications for the NVQ level 3. Most of the time is spent in the workplace gaining valuable on-the-job experience necessary for meeting the qualification. Each trainee keeps records of experiences and skills developed and is monitored by staff from the training center. Trainees also attend the local college and take relevant courses one day a week.

Year Three The third year of NVQ training is still under development. The design is for trainees to become employees and to negotiate with their employer to acquire the training needed for the level 3 qualification.

This training scheme is not considered a Modern Apprenticeship. Rolls Royce does not participate in Modern Apprenticeships because (1) the government's contribution does not make it financially feasible, and (2) the apprentice must be an employee of the company.

B. Alternative education and training agencies providing services for young people who do not successfully access mainstream efforts.

Rathbone Community Industry Scheme in Tyneside. Among the youth services and training agencies visited was the Rathbone Community Industry Scheme in Tyneside. The Community Industry (CI) Scheme, with programs throughout the country, grew out of a project of the National Association of Youth Clubs (now known as the Youth Clubs UK) in 1971 to help decrease numbers of disadvantaged youth by expanding their life experience through full-time, temporary employment for the community benefit. Through CI, young people provide community service through carpentry, sewing, decorating and other skills-developing activities for churches, schools, the elderly, etc. Originally funded for 8 centers and 400 training places, CI has become a permanent part of the employment and training system, operating 38 centers nationwide (there were once as many as 60 centers). Funding originally came from the

Department for Employment, but with the development of TECs, CIs were asked to become modern training providers fully competing with other providers.

Despite their entry into the mainstream of training providers, CIs retain a focus on providing vocational training to disadvantaged young people. (Ninety percent of youth in CI programs have deficiencies in literacy and numeracy.) Depending on the CI site, skills training is provided in auto mechanics, catering, general construction, painting and decorating, hair dressing, horticulture, social care, painting, clerical, joinery and industrial services.

Recently, Community Industry merged with the Rathbone Society and now operates throughout the country as Rathbone CI. In Tyneside, Rathbone CI was given an old supermarket shell by the city council to use for training. The building was renovated by the trainees. Training at the Rathbone CI is provided through: (1) workshops; (2) projects in the community; and (3) local employer placements.

The NVQ curriculum is the basis of training and is tied to the individual youth's needs. Each participant is interviewed and then goes through an induction period with information on health and safety, equal opportunity provisions, and preparation for work. Trainees then undergo a four-week assessment of their abilities and skills. If basic skills needs are determined, trainees participate in Wordpower and/or Numberpower[7] instruction one day a week and are in skills training the remainder of the time. Skills training is based on the occupations in the immediate employment market. (Program offerings are reviewed every four months and are based partially on popularity of the program, not totally on the demand in the labor market.)

For the 10 percent of youth not in education, training or employment, the CI conducts outreach (with two outreach workers and one youth worker) and runs a Drop-in Center for counseling, assessment, youth work and career advice. A support work component has been developed for these youth as they transition out of the Drop-in Center but before they reach the first level of actual vocational training.

The CI does not provide highly technical training because of the multiple needs of their clientele and because the training it does provide is considered the first step up the ladder to other training and education. Rathbone CI prides itself in its ability to produce youth with NVQs in an average of 47 weeks.

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Recommended applications of practices observed in England.

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[7] Wordpower and Numberpower are new certificates in communication and numeracy skills for adults recognized nationwide. The certificates are awarded by City and Guilds and are a part of the Basic Skills Accreditation Initiative.

For local PICs:

- *Explore the use of minimum standards in arithmetic and language skills used in employment and training programs. The nationally-recognized Numberpower and Wordpower certificates used in England for preparing persons for training and employment are models to consider.*

- *Use independent evaluators to certify training participants' accomplishments. Don't solely rely on reports of training providers. In England, an independent certifier is used to measure participant attainment of each NVQ.*

For the U.S. Department of Labor:

- *Study the implementation of the "Smart Card" used in England for providing training and related services to qualified individuals prior to developing a "training voucher" in the U.S.*

- *Consider and assess the range of services provided by Training and Employment Councils (TECs) in the development of "one-stop centers."*

Recommended improvements in the English system include:

- *Explore the use of advisory committees for planning and evaluating individual training programs. The advisory committee model used by vocational education programs in the United States may be a useful model.*

- *Review and update NVQs on a regular basis to ensure their currency of the actual skills needed in specific occupations.*

- *Eliminate disincentives to the development of high-quality training programs in high-demand occupational areas by having TECs fund programs based on actual costs. This will limit the proliferation of low-cost programs in occupations of low-demand and encourage the development of higher quality programs.*

- *Consider the U.S. community college model to address the diverse education and training needs of adults and school dropouts.*

Jacinto Juarez
Dean Emeritus
Laredo Community College
and member of the South Texas Private Industry Council (PIC)

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C. Other community-based efforts.

Visits were made to a number of community-based organizations and centers that focus on youth work and targeted services. These organizations attempt to fill the void left by public agencies and new government policies that many feel are disproportionately and negatively affecting youth. According to one practitioner: "Young people are becoming the 'shock absorbers' of the economic crisis--bearing the brunt of cuts in services and benefits, and of unemployment." Another indicated that the prevailing concern of the Conservative government is whether people are equipped to fill certain slots in the economy as opposed to supporting a style of education that addresses the comprehensive needs of young people and helps them build and develop their knowledge from an experiential base. Staff at one center indicated that many youth are turned off to the training opportunities they have been offered. According to the staff, training must be based either on the availability of real jobs or on areas of interest to youth. The current training scheme is driven by neither. "It's employment, not training, that will stop crime and that will assure them accommodations."

Among the areas of greatest unmet need for disadvantaged youth cited by many youth workers are accessing housing, social services, education and training benefits; creating a sense of empowerment among young people; and providing nonjudgmental support and nurturing. Disadvantaged youth are typically caught in a bind of policies and procedures over which they have little or no control and community workers are forever trying to untangle these snarls. For example, poor and disadvantaged youth often compete for bed and breakfast housing with students from the university, and landlords ask as much as £200 for a security deposit. Housing benefits are paid directly to the landlords. As a result, young people have little bargaining power and few rights in the housing arena. Many young people have a multitude of barriers to success in training or education; yet training and education represent the bar they must pass to secure the supports they need for success. Loss of a training place is tantamount to loss of benefits.

St. Basil's Center. In Birmingham, St. Basil's Center has worked since 1972 with young homeless people ages 16-25. The Center provides advice and information at a number of sites in the community; offers sessions on life, personal and social skills as well as counseling and efforts to effect reconciliation with families and friends; assists in the transition to independent living; and offers emergency and supportive accommodation to males as young as 16 and females from age 14. St. Basil's provides 272 housing units for single homeless young people.

According to the staff, young homeless are regular youth caught up in a drastic situation. Nationally, 1 in 25 youth are homeless between their 16 and 25th birthdays. In Birmingham, the ratio is more like 1 in 10, or between 13,000 and 14,000 youth per year. Most of them will resolve their rooflessness on their own while others will need short or longer term assistance. Young people say they become homeless because of arguments or problem relationships with families; being told to leave; physical, sexual or racial abuse; and overcrowded living conditions in the home. Other reasons for homelessness are aging out of the child welfare system.

Among referrals to St. Basil's, 73 percent were unemployed and only 6 percent were in any form of work (full-time, part-time or casual). Only 4 percent were in a government training course and 8 percent in education. Census figures for the same age group of young people indicate that only 18 percent were unemployed, 6 percent in government training, and 54 percent employed. St. Basil's staff interpret these figures as confirming the generally accepted thesis--"no home, no job, no hope!"

Among young people admitted to St. Basil's projects, 57 percent were white; 21 percent black, African-Caribbean and black African; 8 percent Asian-Indian, Pakistani and Bangladeshi; 8 percent mixed race; and 6 percent did not declare their ethnicity. The 1991 population census of Birmingham found black and ethnic minorities comprised 21.5 percent of citizens; and 36 percent of school leavers.

Among St. Basil's projects:

- The Link, a housing aid and information center that makes referrals to landlords willing to rent rooms to the homeless and other lodging referrals.

- Emergency Hostels, providing individual living arrangements where young people can stay as long as three months.

- 24-hour fully supportive hostels where each youth is assigned a youth worker and develops life skills for the outside world. One hostel, exclusively for young women, is a registered nursing home catering to single mothers and their babies and/or single young women in the late stages of pregnancy.

- Semi-supportive hostels for young mothers and babies/toddlers.

- Semi-independent living accommodations offering longer-term supportive lodgings.

Ford and Pennywell Advice Center. The Ford and Pennywell Advice Center, located at three sites in some of the most deprived and neglected areas of Sunderland and Ashington, Northumberland, is a multi-purpose social action center. It offers a range of programs and services for children and youth and addresses issues of housing and homelessness, community health, and general community development. The demise of mining and shipbuilding in the area has obliterated traditional patterns of employment and unemployment is as high as 90 percent in some neighborhoods. According to the organization's literature, attempts to reduce current levels of benefits to offset social security spending will unduly punish the poor and create more poverty.

Among the Advice Center's many projects:

- A Legal Center that seeks to empower residents by providing advice on social welfare benefits and developing training for local people who wish to volunteer their services in advice and counseling. Advice Center workers are employed by the City of Sunderland Social Services Department. Staff in its Legal Center is supported by the Legal Aid Scheme.

- Small-group sessions for children, beginning as early as six years old. The project was started because many children in the neighborhood were exhibiting anti-social behaviors--learning how to steal cars and break into houses. The project was designed to give them an alternative to negative behaviors through social development and self-esteem building activities. Referrals are made to the program from schools, social services and youth-serving agencies.

  Student and parent volunteers from the community are recruited to work with small groups of four children ages six to eight in a one-to-one child to adult ratio. Each group meets one evening a week for two hours. They play board games and undertake other activities to build interactive and social skills among the children. Volunteers and children must make a six-month commitment to the effort. All volunteers are screened and trained for 10 hours on child development and how to talk with children, work as a team, and deal with disruptive behavior. Project staff members attend meetings of the groups and provide supervision.

- Special programming for girls ages 11 to 15 from the Pennywell neighborhood. This is an effort to address the specific needs of girls who live in highly male-dominated communities. Most programs have focused on boys and have marginalized girls. The detached youth worker recruits girls for the program.

- A project for runaways in which youth learn construction skills (based on the NVQ) while renovating housing units for homeless youth. The program includes life and social skills, literacy training and recreation activities.

- A community college project to provide courses for youth and adults who need basic skills to get back into traditional education.

- An education project to get disadvantaged youth into the university and a Saturday Academy-type program that guarantees their entry.

- StreetC.R.E.D. (Community Resource and Education Development), a detached youth project that works with young people who "hang around" on the streets. According to project director Bill Jackson, the goal is to engage youth in the streets and help address issues of homelessness, rooflessness, criminality and get them involved in positive activities such as sports, training, and group and individual counseling.

StreetC.R.E.D. targets disaffected youth in Sunderland who are drifting aimlessly; have diminishing prospects of employment; are involved in criminal activity, or the fringes of it; have little sense of connection with the world outside their daily lives; and/or feel that education, qualifications, training, work, career prospects, and a secure income are irrelevant to the realities that control their lives (Wilkinson, 1995). StreetC.R.E.D. research (sponsored by the Employment Service) identified the following central issues to be addressed in changing the life options for these youth:

- School truancy--52 percent reported they had not attended school on a regular basis; many had effectively left school at the age of 12 or 13 (boys and girls are equally likely to be truant).

- Youth unemployment--accounts for about one-third of total unemployment; long-term unemployment affected almost two-thirds of 18- to 24-year-olds.

- Failure to progress in training programs--36 percent had never been in a youth training program; of those who were, 78 percent failed to complete. Problems associated with training schemes include lack of suitable openings, insufficient choice of training options, bullying at the work site, poor comparative pay, inadequate training, and being used as merely a source of cheap labor.

The study recommended that the government take steps to: create jobs for youth; create structures that encourage positive, "staying in" attitudes, rather than hostile, "dropping out" attitudes; develop more appropriate curriculum and assessment criteria for "non-academic" pupils; improve monitoring of training and training providers; and provide more resources for "special needs" training.

> *In America, even in the depths of the inner city, there is still hope that you can make it. In our communities, you can cut hopelessness with a knife.* -- Bill Jackson, StreetC.R.E.D.

The BASE. The BASE in Tyne and Wear is a center for unemployed young people between the ages of 16 and 25 who have dropped out of training schemes. It provides information and advice to homeless youth who are unemployed and living in poverty, makes referrals on accommodations in the area, and provides help in areas such as welfare rights, job search, further education and leisure opportunities. The center was originally set up with funding from the European Economic Community as part of the European Anti-Poverty Program. It currently receives funding from Barnardos, a charitable organization known for its support of child care and orphanages.

Youth come to The BASE because they have a problem and have been referred by another young person. For this reason, they enter with few suspicions. Staff work with about 400 different youth in a year (25 to 30 in a day)--some in very short-term interactions, others for more intensive interactions. The staff indicated they have great flexibility in addressing the needs

of the whole young person because of the range of services and activities they offer. They contrasted their efforts with staff in statutory agencies (such as social workers) who must restrict their support to single issues, such as homelessness or drug use, and are limited in the interventions they can make. "Youth in crisis don't want to be sent away with a check list of what to do. They need cuddling and someone to do the work for them, but in a way that empowers them to make choices leading to independence," said a staff person from The BASE.

At The BASE, young people help set the policy and determine activities of the center. Computer, photography, and arts and craft facilities are available as are inexpensive homemade meals and snacks which can be bought on credit at the center's cafe. Staff use the atmosphere created by the cafe to make informal contact with its customers. Among other amenities are inexpensive laundry facilities and free phone use.

An essay by Barry Dunn, a young person who frequents The BASE, summarizes its functions:

> *Take me for instance. I visit the job center every morning without success and not because I'm dumb or have no qualifications (as I'm not dumb and I do have good qualifications!). It's because there are no jobs to be had, so this is where The BASE comes into it. You can receive all sorts of help from staff, from making up your CV and filling in your application form to help with the actual interview. This still is only a tiny percentage of what The BASE can do for you.*
>
> *When I was made homeless due to disagreements at home, The BASE and its staff found me somewhere to live in less than an afternoon. When social security messed up my claim for income support and I wasn't getting any money, The BASE looked after me and sorted out my claim (when I just gave up). Another very helpful feature is its cafeteria, because most of us who go to The BASE live on our own or in a bed and breakfast and have to live on £36.15 a week. Sometimes it's hard to keep money for food; often I have had to last the day on a bowl of cornflakes, but The BASE's cafeteria is cheap and has all the needed nutrition. It tastes good, too--for only 75p you get a full dinner. They have everything from mince and dumplings to curry and rice, and there is also a credit system in operation for days when you're skint.*

Chapter V: Concluding observations.

The degree of centralization of government in Britain, in contrast to the decentralized American system, makes possible a national policy and strategy for education and youth programming. This is not to say that there is uniformity across Britain. Although there is a national education curriculum and the majority of funds for education come from the central government, local governments determine final levels of education spending based on local priorities. As in the U.S., there is an increasing focus on education accountability and greater parental choice through the provision of grant-maintained (charter) schools.

National policy supports a two-week, unpaid work experience for all students while in full-time schooling. The purpose of the work experience is to enhance students' knowledge and skills in academic and vocational subjects, and contribute to an understanding of career options, economic and industrial issues and workplace expectations. Career guidance and planning are also available to all youth while still in full-time education, or later, through a network of Careers Centers in the community. Each young person is expected to develop a Career Action Plan outlining career goals, steps to achieving these goals and a time frame for action.

School-to-work transition in England for youth who do not continue in full-time schooling after the age of 16 is provided through on-the-job training experiences leading to a performance-based vocational qualification which is accepted nationwide. National Vocational Qualifications (NVQs) represent standard levels of training and performance for specific jobs. Modern apprenticeships of three years' duration are under development for higher level NVQs (level 3 or above). Although recognizing the inherent value of skills standards as reflected in the NVQ, study tour participants felt that NVQs as presently constituted cannot accurately capture the range of multi-task jobs used in high performance work places or the underpinning knowledge required of those jobs. Nor were they totally convinced of the success of their application to a complex economy such as the U.S.

While in training, young people receive a training wage, and training providers are reimbursed by the government. Training and Enterprise Councils (TECs), comparable to the Private Industry Councils (PICs) in the U.S., organize and oversee training opportunities in their geographical areas and provide employer services. Training is tailored to the economic and employer needs of the area. The current method of funding training programs appears to encourage low-cost training and act as a disincentive to the development of high-quality training programs in high-demand occupational areas. Tour participants felt that the system of TEC funding needed to be adjusted to limit the proliferation of low-cost programs in occupations of low-demand and encourage the development of higher quality programs through a more equitable funding formula.

The training guarantee is the safety net to provide support and credentials to out-of-school youth. Youth advocates, however, feel that this is not enough for many young people whose problems cannot be solved through training alone. Some advocates feel that until other problems

in the lives of these young people are solved, they cannot be successful in a training placement which for many is their only source of income support. Advocates also feel that there are not enough quality training placements for all youth and there is a certain amount of "creaming" of the easiest-to-serve youth. They feel that national policy has abandoned the most vulnerable segment of the youth population. To address these gaps in services, a number of community-based organizations provide housing, education and referral services, information and other supports to young people.

There seems to be no comparable institution to the U.S. community college system in England. Tour participants felt that the English could benefit from a closer scrutiny of our community college system to provide an entry to education and training for dropouts and adults in need of basic skills and occupational retraining.

There is a long tradition and commitment on the part of communities providing Youth Service--practices that emphasize the constructive use of leisure time and informal personal and social education and development. This is in contrast to the youth field in the U.S. which has no national training or credentialing process and is broadly focused on remediating youth "problems," not developing youth's interests and competencies. Also, the unique relationship between government and voluntary organizations gives Youth Service a broad and substantial base of continued support. The central government supports the National Youth Agency which provides research and curriculum development for the field of youth work and accredits youth and community work programs offered through colleges nationwide. Further, apprenticeships in youth work have been developed to encourage employment of minorities and under-represented community representatives in this field.

Youth Service programs are located in all communities and provide youth development activities through centers, clubs and detached workers who bring services to young people on the streets and wherever they are found. The study tour offered a chance to gain a richer understanding of Youth Service in England, including its perceived problems in creating a sense of common purpose across the public and non-profit sectors of youth development, securing adequate funding, improving practice and developing appropriate evaluation indicators on the benefits of program participation.

The study mission contributed to our repertoire of strategies, interventions and insights that fuel policies and practices affecting the healthy development of youth as they prepare for adulthood. It also provided our delegation with a wealth of ideas and contrasts in (a) ways of providing career education, school-to-career transition and youth services; (b) methods of assessing academic and vocational competencies; and (c) mechanisms for delivering these services and determining their effectiveness and value. The English are very attuned to trends in U.S. policy and there has been much sharing and gleaning of ideas from both sides of the Atlantic. It is our hope that this document continues this dialogue, allows American policy and practice to benefit from the successes and limitations of British efforts, and results in improvements within our youth serving community.

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Appendix A

American Youth Policy Forum
England Study Mission
November 25 - December 5, 1995

"Youth Work, Youth Development and the Transition from Schooling to Employment"

Saturday, Nov. 25

6:45 p.m. Leave Washington Dulles Airport, United Airlines # 918

Sunday, Nov. 26

6:30 a.m. Arrive London Heathrow Airport

Travel from Heathrow Airport to St. Giles Hotel, Bedford Ave., London WC1B 3AS (0171) 636 8616. We're using "the tube"-- subway. Take the Piccadilly Line to Leicester Square; transfer one stop to Tottingham Court Road--the nearest stop to our hotel. Use Exit 3, go up steps, past the Dominion Theater on the right. Go straight for 100 yards. The St. Giles Hotel is on the right

4:00 p.m. Briefing on the study mission, Michael Butterfield, UK Representative of the American Youth Work Center, Osborne Coffee House, St. Giles Hotel

Monday, Nov. 27

7:30 a.m. Depart St. Giles Hotel by private coach to Leicester

10:30 a.m. Visit the National Youth Agency (NYA) , 17-23 Albion St., Leicester, LE1 6GD, 0116 285 6789

NYA provides information and support for those concerned with the informal and social education of young people. Funded primarily by central government, it provides a national focus for the Youth Service, both statutory and voluntary (i.e., non-governmental) and for those who work with young people in the community.

Briefing on the Youth Service: Mary Durkin, NYA Acting Director

1:00 p.m. Buffet lunch with NYA staff and presenters at the afternoon seminar.

2:00 p.m. Seminar: "Issues affecting provision for young people"

- David Barwick, Youth Work Unit, Department for Education and Employment
- Gabriella Civico, British Youth Council
- Bernard Davies, Policy Analyst and Practitioner
- Mary Durkin, Acting Director, NYA
- Sushila Koote, Principal Youth Officer, London Borough of Newham
- Mary Ledwith, Head of Youth Work, NYA
- Ken Webb, Development Officer, Leicestershire Council for Voluntary Youth Service
- Andy Wiggins, Assistant Director, Community Services, Rochdale Metropolitan Borough

6:00 p.m.	Buffet meal, Leicester YMCA
	Meet local youth workers; visit projects
8:30 p.m.	Return to London by coach

Tuesday, Nov. 28

9:30 a.m.	Meet Balbir Chatrik, Director, Youthaid at London YWCA Central Club, 2nd floor, Great Russell St., London WE (0171) 636-7512
11:15 a.m.	Meet Bob McColm, Young People and Work Branch, Department of Education and Employment
1:00 p.m.	Buffet lunch
2:00 p.m.	Meet Bill Jackson, Director, StreetC.R.E.D. Youth Project, Pennywell, Sunderland. A recent report, "The Drop Out Society," was based on work carried out by the Project.
	Meet Jim Morning, Regional Advisor, Training and Education, London Training and Enterprise Councils; and Rebecca Tee, Vice President, Institute of Careers Guidance
4:00 p.m.	Tea
5:00 p.m.	End of meeting

Wednesday, Nov. 29

7:00 a.m.	Depart by private coach from London to Birmingham
10:30 a.m.	Arrive Birmingham: *Accommodations: Campanile Hotel, 55 Irving St., Birmingham B1 1DH 0121 622 4925*
	Visit Westhill College which offers training for individuals for youth or community work. Meet John Holmes, Head of the Youth and Community Department, (0121) 472 7245
	Lunch at the College with students and staff
2:30 p.m.	Visit St. Basil's Center which provides a range of services and accommodations for homeless young people in Birmingham. Meet Rev. Les Milner, Director, (0121) 772-2483
Evening	Visit local projects.

Group A (Birmingham to Merseyside by train)	
Thursday, Nov. 30	
7:53 a.m.	Depart Birmingham (New Street) Station
9:31 a.m.	Arrive Liverpool (Lime Street) Station
	Accommodations: Campanile Hotel, Wapping and Chaloner St., Albert Dock, Liverpool L3 4AJ 0151 709 8104
10:00 a.m.	Committee Room, Liverpool Council for Voluntary Service, 14 Castle Street, Liverpool L2 ONJ, 0151-236-7728
	Meet Sophy Krajewska, Urban Strategy Associates
	Introduction to the European Union-funded Objective 1: Pathways to Integration Program
11:30 a.m.	Rathbone Community Industry (CI) Scheme, Durning Road, Edge Hill, Liverpool
	Lunch (Rathbone CI)
2:30 p.m.	Visit Speke Community Comprehensive School Alan Smithies, Head Teacher, staff and Careers Service Staff
5:00 p.m.	Dinner with Head Teacher and colleagues
6:30 p.m.	Return to school for an event for former pupils
8:15 p.m.	Depart for Campanile Hotel

Friday, Dec. 1	Merseyside (Liverpool) *Merseyside receives substantial funding from the European Union for economic and social regeneration, as the area has one of the lowest incomes in Europe. Meetings will be held with agencies and communities involved. "Pathways," a program being tested in Merseyside, aims to concentrate aid on areas with the greatest social and economic problems and help them improve social and economic conditions. The goal is to develop opportunities for education, vocational training and employment.* With Peter Houten, Director, Employment, Training and Planning, Government Office
11:00 p.m.	Visit Harthill Youth Center with Paul Dagnall, Youth worker
12:30 p.m.	Lunch and meet with Merseyside Training and Enterprise Council staff (Program prepared by Mike McCann, Education and Business Partnerships Manager)
4:30 p.m.	Depart for Widnes
5:00 p.m.	Youth Information Shop and CATCH Roadshow Project, 2 Frederick Street, Widnes, Cheshire; Pete Marsh, Project Coordinator
7:00 p.m.	Return to Campanile Hotel
8:00 p.m.	Dinner with members of Liverpool's voluntary and statutory sectors
Saturday, Dec. 2	
9:22 a.m.	Depart Liverpool (Lime Street) Station
11:42 a.m.	Arrive York Station *Accommodations: Novotel Hotel, Fishergate, York, 01904-611660*
Noon - 4:00 p.m.	Tour York Cathedral and historic city. (Information about events will be available.)
4:00 - 6:00 p.m.	Debrief and share experiences from previous week's visits and discussions. Develop questions and issues to take up with Tom Wylie and Mark Smith on Monday.
Evening	On your own

Group B (Birmingham to Newcastle by train)	
Thursday, Nov. 30	
8:44 a.m.	Depart Birmingham (New Street) Station
	Buffet lunch on train
12:26 p.m.	Arrive Newcastle Station.
	Walk to the Swallow Hotel, 0191 232 5025, Newgate Arcade, Newgate Street, Newcastle (approximately 400-500 yards from the station along Grainger Street, opposite station entrance). Check in and deposit luggage.
1:10 p.m.	Meet Jim Clavering (former Director, Youth Clubs, Northumbria who will be your guide) and minibus in hotel car park on roof in hotel reception area. Leave for visits.
1:30 p.m.	Arrive Rathbone Community Industry Scheme, 37 Church Walk, Walker.
	Meet Alan Norton, Area Manager. Learn about their work with unemployed young people; tour training center; meet staff and young people; see Foundation Training, the Drop-In Center (for some of the missing 10% of unregistered unemployed youth); visit an outside project, the George Stephenson Railway Museum, with CI trainees.
3:15 p.m.	Depart Project.
3:30 p.m.	Arrive "The Base," 26 Esplanade, Whitley Bay, a project sponsored by Barnados for homeless, unemployed or at risk young people. Meet Richard Taylor, his team and young people. Learn about their projects, advice and counseling, support services and other programs.
5:00 p.m.	Depart "The Base"
5:30 p.m.	Arrive Tyneside Careers Center, College Street, Newcastle upon Tyne
	Meet Tony Welsh, Senior Careers Officer and his team; learn about the local Careers Advice and Guidance Services, and problems in a high unemployment area.
7:00 p.m.	Return to Swallow Hotel. Dinner on your own

Friday, Dec. 1	
10:00 a.m.	Depart on visits from car park with Jim Clavering
10:30 a.m.	Arrive Tyneside Training and Enterprise, Moongate House, 5th Avenue Estate, Team Valley, Gateshead. Meet staff and learn about their roles, functions and expectations in a depressed area with high unemployment. Buffet lunch.
1:00 p.m.	Depart
1:30 p.m.	Arrive Rolls Royce Industrial Power Group, Youth Training Center, Reyrolle Works, Hebburn to see employer based-youth training and hear from Les Howard and others about their work.
2:40 p.m.	Depart
3:00 p.m.	Arrive Ford and Pennywell Advice Center, 468 Hylton Road, Sunderland Visit Street Cred Youth Project and meet with Bill Jackson.
5:00 p.m.	Depart
5:30 p.m.	Arrive Blaydon Youth Club, Shibdon Road, Blaydon. Meet Harry Matthews, his team and other local youth workers. Hear about local youth and community work, the Blaydon Youth Club and their program of activities and projects, such as Health, Peer Group Learning. Depart Blaydon Youth Club Dinner on your own
Saturday, Dec. 2	
10:33 a.m.	Depart Newcastle
11:33 a.m.	Arrive York Station and link up with Group A. *Accommodations Novotel Hotel, Fishergate, York. 01904-611660*
Noon - 4:00 p.m.	Tour York Cathedral and historic city. (Information about events will be available.)
4:00 - 6:00 p.m.	Debrief and share experiences from previous week's visits and discussions. Develop questions and issues to take up with Tom Wylie and Mark Smith on Monday.
Evening	Dinner on your own

Sunday, Dec. 3

3:08 p.m.	Depart York Station
5:48 p.m.	Arrive London (Kings Cross Station). *Accommodations: St. Giles Hotel*
Evening	On your own

Monday, Dec. 4

9:30 a.m.	Arrive Office for Standards in Education (OFSTED), Alexandra House, 29-33 Kingsway, London
	Meet with Tom Wylie, Director-Designate, National Youth Agency
11:00 a.m.	Meet with Mark Smith, Rank Foundation Fellow, George Williams College, London
	Tom Wylie and Mark Smith will respond to questions, comments, etc. arising from our visits and meetings.
1:00 p.m.	Lunch and final debriefing of study mission participants
Evening	On your own

Tuesday, Dec. 5

11:55 a.m.	Leave London Heathrow Airport, United Airlines # 919
3:20 p.m.	Arrive Washington Dulles Airport

Appendix B

Study Mission Participants

Charles Barone
Legislative Assistant
Office of Senator Paul Simon (D-Illinois)
462 Dirksen Senate Office Building
Washington, DC 20510

Paul E. Barton
Director
Policy Information Center
Educational Testing Service
Mail Stop 04-R
Princeton, NJ 08541-6710

DeAnna Banks Beane
Project Director
Youth ALIVE!
Association of Science-Technology Centers
1025 Vermont Ave., NW, Suite 500
Washington, DC 20005-3516

Sandra Feldt
Office of Policy and Research
U.S. Department of Labor
200 Constitution Avenue
Washington, DC 20210

Mary Clare Gumbleton
Special Assistant for National Service
U.S. Department of Education
600 Independence Ave., S.W.
Room 3267
Washington, D C 20202

Marlene Halperin
Psychotherapist, LCSW
3041 Normanstone Terrace
Washington, DC 20008

Samuel Halperin
Co-Director
American Youth Policy Forum
1001 Connecticut Ave., NW Suite 719
Washington, DC 20036-5541

Audrey Marie Hutchinson
Special Assistant to the Assistant Secretary
Vocational and Adult Education
U.S. Department of Education
600 Independence Ave., S.W., Room 4090 MES
Washington, DC 20202-7100

Gregg B. Jackson
Education and Research Consultant
721 Upshur Street, NW
Washington, D.C. 20011

Karen Johnson
Policy Associate
National Conference of State Legislatures
444 North Capitol St., NW, Suite 515
Washington, DC 20001

Jacinto Juarez
Vice President for Instruction
Laredo Community College
West End Washington Street
Laredo, TX 78040

Kristina M. Moore
Deputy Director
National Youth Employment Coalition
1001 Connecticut Ave., NW Suite 719
Washington, DC 20036

Glenda Partee
Co-Director
American Youth Policy Forum
1001 Connecticut Ave., NW Suite 719
Washington, DC 20036-5541

Lisa Patterson
Youth as Resources
3901 North Meridian St., Suite 345
Indianapolis, IN 46208-4026

Thomas J. Smith, Vice President
Director, Special Projects
Public/Private Ventures
2005 Market Street #900
Philadelphia, PA 19103

William Whitehead Treanor
Executive Director
American Youth Work Center
1200 17th Street, NW, 4th floor
Washington, DC 20036

Thomas Wolanin
Deputy Assistant Secretary
for Legislation and Congressional Affairs
U.S. Department of Education
400 Maryland Ave., SW Room 3153
Washington, DC 20202

Joan Wynn
The Chapin Hall Center for Children
University of Chicago
115 E. 60th
Chicago, Il 60637

Appendix C

Contacts in England

Study Mission Guide and Organizer

Michael Butterfield
4 Church Farm Court
Aston Flamville
Hickley, Leicester, LE10 3AF
ENGLAND

London

Balbir Chatrik, Director
Youthaid
322 St. John Street
London EC1V 4NT

Jim Morning, Regional Advisor
Training and Education
London Training and Enterprise Councils
Network Unit, Dumayne House, 1 Fox Lane
Palmers Green, London N13 4AB

Rebecca Tee, Vice President
The Institute of Careers Guidance
24 Warmington Road
London SE24 9LA

Tom Wylie (Director Designate, National Youth Agency)
HM Inspector for Curriculum and Assessment
Office for Standards in Education (OFSTED)
Alexandra House
29-33 Kingsway, London

After January 2, 1996:
Tom Wylie, Director
National Youth Agency, 17-23 Albion St.
Leicester, LE1 6GD

Mark Smith
Rank Foundation Fellow
13 Gillett Avenue, East Ham, London E6 3AW
George Williams College, London

Bob McColm, Young People and Work Branch
Dept. Of Education and Employment
Moorfoot
Sheffield S1 4PQ

Leicester

National Youth Agency
17-23 Albion Street, Leicester, LE1 6GD

Mary Durkin, Acting Director
Dave Phillips, Youth Work Adviser
Tim Burke, Youth Service Editor of Young People Now
Valerie Owen, Librarian /NYA

NYA Resource Experts and Other Discussants

David Barwick, Youth Work Unit, Dept. For Education & Employment
Sanctuary Buildings, Great Smith Street, Westminster, London SW1P 3BT

Gabriella Civico
British Youth Council
57 Chalton Street
London NW1 1HU

Bernard Davies
Policy Analyst and Practitioner
1 Swaldedale Road
Sheffield, S7 2BY

Sushila Khoot
Head of Youth Affairs
Newham Council
Broadway House
322 High Street
London E15 1AJ

Mary Ledwith
Head of Youth Work
National Youth Agency

Ken Webb
Development Officer
Leicestershire Council for Voluntary Youth Service
No 1 Lodge
Victoria Park, London Road
Leicester LE1 7RY

Andy Wiggins
Asstistant. Director
Community Services
Rochdale Metropolitan Borough Council
PO Box 122, Floor 11
Municipal Offices
Smith Street,
Rochdale, Greater Manchester 0116 1YB

Birmingham

Westhill College of Higher Education
Weoley Park Road, Birmingham B29 6LL

John Holmes, Head of Youth and Community Studies
Ranjit Sondhi
Lunch with: Inga Bulma, Acting Principal; Bruce Malkin, Jeane Sames, and 3rd year community and youth work students

Rev. Les Milner, Director
St. Basil's Center
Heath Mill Lane
Deritend, Birmingham B94AX

Liverpool/Merseyside

Sophy Krajewska, Urban Strategy Associates
Graphic House, Duke Street, Liverpool

Patrick Bell, Manager
AMARC, Birkenhead
Campbelltown Road, Birkenhead

Alan Smithies, Head Teacher
Speke Community Comprehensive School
Central Avenue, Speke, Liverpool L24 0TP

Peter Houten, Director
David Esther, Education Adviser
Employment and Training Directorate
Government Office on Merseyside
Victoria House, James Street
Liverpool L2 7XR

Paul Dagnall, Youth Worker
Harthill Youth Center
Wavertree Park, Wellington Road
Liverpool L15 4JN

Merseyside Education and Business Council
Tithebarn House, Tithebarn Street
Liverpool L2 2NZ

Mike McCann, Manager
Damian Waters, Project Coordinator
Lesley Woodhead, Development Manager, Youth Enterprise
Benn Massey, Operations Division
Shirley Sunderland, Team Leader, The "Future Programme", Operations Division
Linda J. Bloomfield, Chief Executive
Bob Weaver, Modern Apprenticeships
Ken Challis

Peter Marsh, Project Coordinator
Youth Information Shop and Halton Roadshow Project
2 Frederick Street
Widnes, Cheshire

Newcastle

Jim Clavering
77 Cragside, High Heaton
Newcastle on Tyne, NE7 7EL

Les Howard
Rolls Royce Industrial Power Group
Youth Training Center
Reyroll Works, Hebburn
Tyne & Wear, NE31 1UP

Bill Jackson
StreetC.R.E.D. (Community Resource Education Development) Youth Project
Ford and Pennywell Advice Center
468 Hylton Road
Sunderland
Tyne & Wear, SR4 8AB

Clive Laine
Tyneside Careers Center
College Street
Newcastle Upon Tyne
Tyne & Wear NE 1 8DX

Alan Norton, Area Manager
Community Industry
37 Church Walk
Walker, Newcastle Upon Tyne
Tyne & Wear NE6 3HU

Harry Mathews
Blaydon Youth Centre
Shibdon Road
Blaydon
Tyne & Wear

Richard Taylor, Project Leader
The Base
26 Esplanade Whitley Bay
Tyne & Wear NE26 2AJ

Tyneside Training & Enterprise Council
Moongate House
5th Avenue Business Park
Team Valley, Gateshead
Tyne & Wear, NE11 0HF

Tony Sacco
Ray Steele, Education Adviser
Helen Radcliffe, Informed Choices Manager
June Carle, Tyneskill Choices Careers Adviser

AMERICAN YOUTH POLICY FORUM

RESOURCES THAT WILL WORK FOR YOU!

Preparing Youth for the Information Age: A Federal Role for the 21st Century **64 pages. $5 prepaid.**

by Patricia W. McNeil

The author argues for high expectations for all students, offers a compelling vision of a high school "redesigned for success" and outlines strategies to support youth in their learning. The report also offers insights into issues such as developing state and local consensus on results, improving accountability at the state and local level and improving school quality.

Revitalizing High Schools: What the School-to-Career Movement Can Contribute **38 pages. $5 prepaid.**

by Susan Goldberger and Richard Kazis

The authors argue that school-to-career must be an integral part of high school reform strategy if it is to achieve scale and be of maximum benefit to young people, employers, and educators.

(Co-published with Jobs for the Future and National Association of Secondary School Principals)

Opening Career Paths for Youth: What Can Be Done? Who Can Do It? **16 pages. $2 prepaid.**

by Stephen F. And Mary Agnes Hamilton

The directors of Cornell University's Youth Apprenticeship Demonstration Project share practical lessons in implementing essential components of school-to-career programs.

School-to-Work: A Larger Vision **24 pages. $2 prepaid.**

by Samuel Halperin

Lively discussion of the federal school-to-career legislation, what school-to-work is not, and what it could be when viewed as a systemic, comprehensive, community-wide effort.

The American School-to-Career Movement: A Background Paper for Policymakers **28 pages. $5 prepaid.**

by Richard A. Mendel

Interviews and analysis of current efforts to link schooling and the world of employment; essential tasks to be addressed by each of the social partners in the community.

Dollars and Sense: Diverse Perspectives on Block Grants and the Personal Responsibility Act **80 pages. $5 prepaid.**

Eleven authors offer a wide spectrum of opinion on improving our country's efforts to promote needed support for America's children and families.

(Co-published with The Finance Project and the Institute for Educational Leadership)

Prevention or Pork? A Hard-Headed Look at Youth-Oriented Anti-Crime Programs **48 pages. $5 prepaid.**

by Richard A. Mendel

Surveys what is known about the effectiveness of youth crime prevention programs. What works and what does not? Readable and helpful in preparing for crime prevention funding.

Contract With America's Youth: Toward a National Youth Development Agenda **64 pages. $5 prepaid.**

Twenty-five authors ask what must be done to promote healthy youth development, build supportive communities and reform and link youth services.

(Co-published with Center for Youth Development and the National Assembly)

Building a System to Connect School and Employment **90 pages. $5 prepaid.**

Wisdom and practical guidance on system-building from educators, practitioners, researchers, policy makers, labor leaders, business organizations and federal and state government officials.

(Co-published with the Council of Chief State School Officers)

Improving the Transition from School to Work in the United States **40 pages. $5 prepaid.**

by Richard Kazis, with a memorandum on the Youth Transition by Paul Barton

A detailed analysis of the transition of American youth from school to employment. Offers strategies for improving career preparation and recommendations for federal policy.

(Co-published with Jobs for the Future)

Youth Apprenticeship in America: Guidelines for Building an Effective System **90 pages. $5 prepaid.**

Discussion of educational theory and practical application by six experts at the forefront of research and on the front lines in implementing youth apprenticeship. Outlines specific approaches and lessons learned from experience in the U.S. and abroad.

Video: School-to-Careers: Connecting Youth to the Future **16 minutes. $10 prepaid.**

Presents the education and workforce challenge facing America; exciting examples of school-to-careers efforts across the country; the essential elements of the School-to-Work Opportunities Act; and the perspectives of educators, employers and students.
(Co-produced with Jobs for the Future.)

Children, Families and Communities: **48 pages. $5 prepaid.**
Early Lessons From a New Approach to Social Services

by Joan Wynn, Sheila M. Merry, and Patricia G. Berg
Offers both a big-picture analysis of comprehensive, community-based initiatives and a more focused look through the lens of one such initiative in eight Chicago neighborhoods.

What It Takes: Structuring Interagency Partnerships to Connect Children **56 pages. $3 prepaid.**
and Families with Comprehensive Services

by Atelia Melaville with Martin Blank
Guidance for schools, social welfare agencies and CBOs on how to combine forces to advance the well-being of children and families.

Thinking Collaboratively: Questions and Answers to Help Policy Makers **32 pages. $3 prepaid.**
Improve Children's Services

by Charles Bruner
Ten questions and answers range from understanding what problems collaboration can solve, to knowing when it's working. Includes checklists to help policy makers increase the likelihood that local collaboratives will serve as catalysts for reform.

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by Peter B. Edelman and Beryl A. Radin
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